SIXTIETH REPORT

ESTIMATES COMMITTEE (1987-88)

(EIGHTH LOK SABHA)

MINISTRY OF RAILWAYS
PASSENGER AMENITIES

Presented to Lok Sabha on 20 April, 1988

LOK SABHA SECRETARIAT
NEW DELHI

April, 1988/Chaitra, 1910(S)

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TO
60TH REPORT OF ESTIMATES COMMITTEE
ON THE SUBJECT OF PASSENGER AMENITIES.

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ESTIMATES COMMITTEE

(1987-88)

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*Elected on 6th August, 1987 *vice* Prof. Narain Chand Parashar resigned from the Committee w.e.f. 3rd June, 1987.

**Ceased to be Members of the Committee on 14-2-1988 on being appointed Ministers of State in the Union Council of Ministers.

25. Shri Rana Vir Singh
26. Shri N. Soundararajan
27. Shri N. Sundararaj
28. Shri G. G. Swell
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2. Shri J. C. Malhotra—*Dy. Secretary*
3. Shri A. Subramanian—*Senior Financial Committee Officer.*

***Ceased to be Member of the Committee on 16-4-1988 due to his demise.

INTRODUCTION

I, the Chairman of Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixtieth Report on the Ministry of Railways—Passenger Amenities.

2. The Estimates Committee (1987-88) took the evidence of the representatives of the Ministry of Railways on 15th September, 1987 and 26th October, 1987. The Committee wish to express their thanks to the officers of the Ministry of Railways for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to all the associations who furnished memoranda on the subject to the Committee.

4. The Report was considered and adopted by the Estimates Committee (1987-88) on 8th April, 1988.

5. For facility of reference, the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reprodueed in a consolidated form in Appendix VIII to the Report.

NEW DELHI;
14 *April*, 1988
25 *Chaitra*, 1910 (S).

CHANDRA TRIPATHI,
Chairman,
Estimates Committee

CHAPTER I

PASSENGER AMENITIES—NORMS

A. Introductory

1.1 The Indian Railways are the principal carriers of goods and passengers in the country. Being the biggest public utility undertaking and the largest single employer, their activities and achievements or lack of it, have great impact on the national economy. The total investment in the Indian Railways was estimated at Rs. 13,306.9 crores and regular staff strength was 16,12,225 in 1986-87. There has been considerable growth in the passenger traffic handled by the Railways during the last 40 years; in 1950-51 the number of passengers handled was 1284 millions, as against 3,580 millions in 1986-87. The Railways carried these passengers for a distance of 256,468 kms. in 1986-87 as against 66,517 in 1950-51. The number of stations has also increased; in 1950-51, there were 5,976 stations and in 1986-87, the number has gone upto 7,105. It is, therefore, obviously expected that more and more amenities and facilities be provided to the passengers so that they can undertake comfortable journey on the railways.

1.2 The organisational set up for dealing with railway passenger amenities in the Ministry of Railways and on the Zonal Railways is indicated as under :—

(i) IN THE MINISTRY OF RAILWAYS

Functional Members/Railway Board

Executive	*Directors*
Additional Executive	*Director/Joint Director*
Deputy	*Director*

(ii) ON THE ZONAL RAILWAYS

GENERAL MANAGER

Head of the Department

Additional/Deputy Chief.

1.3 Railway Board deals with formulation of policies relating to passenger amenity works; 3 (Three) functional members of the Railway Board i.e. Member (Traffic), Member (Engineering) and Member (Mechanical) are

involved in this policy formulation. Member (Engineering) look after Civil Engineering works like raising of station platforms, provision of footover bridges, remodelling of station buildings, etc. Member (Mechanical) oversees the position in regard to electrical and other fittings inside the passenger coaches, watering arrangements upkeep a general maintenance of the coaches from the point of vire of cleanliness, etc. and Member (Traffic) deals with upkeep of stations, catering facilities like supply of hygienic food and refreshments on the trains and at stations, etc. The arrangements for giving proper information to the passengers, both through the enquiry offices and public address system, are also overseen by Member (Traffic); any complaints in regard to passenger amenities in general are also dealt with by him.

1.4 The overall funds allotted for passengers amenity works are distributed amongst the zonal railways who prepare their proposals for major works and send the same to the Railway Board. The screening of these proposals and sanction thereof is done at the level of Member (Engineering) in consultation with the other Members.

1.5 At the Zonal Railway level, the General Manager is assisted by Chief Commercial Superintendent, Chief Engineer, Chief Mechanical Engineer and Chief Electrical Engineer in the maintenance and upkeep of passenger amenities on the system. The formulation of proposals relating to passenger amenity works and of funds required for that purpose all also the responsibility of the aforementioned heads of the departments.

1.6 At the Divisional level, the Divisional Manager is assisted by the concerned Divisional Officers and ensures that the passenger amenities, both on the trains and at the stations, are maintained properly.

1.7 The points of view of the railway users are also taken into reckoning at such forums as Zonal Railway Users Consultative Committee and Divisional Railway Users Consultative Committees. At all important stations, Station Consultative Committees are also functioning, where members of the public project the requirements of the users for providing additional passenger amenities or making improvements in the existing amenities.

1.8 The Committee find that there is no exclusive mechanism available either with the Railway Board or Zonal Railways to monitor the passenger amenities available both on the platforms and the trains. In view of the importance that the subject 'Passenger Amenities' has assumed in the context of the present railway operations, it is imperative that Cells should be created both in the Railway Board as well as Zonal Railways to exclusively look after the work relating to passenger amenities.

B. *Passenger Amenities—Definition*

1.9 In 1949, the Railway Convention Committee held the view that proper emphasis should be placed on the provision of amenities for the travelling public, particularly those using the lower class of travel. For this purpose a Development Fund was created with the proviso that Rs. 3 crores per annum should be earmarked for passenger amenities.

1.10 In 1952, it was decided that the following minimum amenities, known as "Basic passenger amenities", must be provided at all stations, irrespective of their status or size :

1. *Regular & Flag stations*

(i) Waiting halls

(ii) Benches

(iii) Suitable lighting

(iv) Drinking water facility

(v) Latrines

(vi) Suitable platform

(vii) Booking arrangements

(viii) Shady trees

2. *Halt stations* (whether worked by contractor or departmentally)

(i) Rail level platforms of suitable length.

(ii) Waiting shed-cum-booking office

(iii) Lighting where trains stop at night

(iv) Shady trees

1.11 The Railway Convention Committee enlarged in 1954, the scope of amenities to include all users of railway transport. As a result from 1st April, 1955, the Development Fund began to bear not only the cost of passenger amenities works, but also other railway users' amenities works. At this stage, items of work, such as improvement in goods sheds, provision of coal dumps, conversion of railway lines from narrow/metre gauge to metre/broad gauge etc., were also added to the list of passenger amenities.

1.12 The Estimates Committee in their 23rd Report (1955-56) reviewed the scope of various items of work and observed that it was, not the intention that a small sum of Rs. 3 crores, earmarked for passenger amenities, should be diverted to the expenditure on big construction programmes such as conversion of one type of station to another or conversion of narrow gauge

ıto metre gauge or broad gauge or construction of over-bridges and subways etc. The Committee also observed that a common man would not interpret the term "Passenger Amenity" in the wide sense in which the Railways would like to construe it and hence had recommended that immediate steps should be taken to redefine the term "Passenger Amenity in conformity with tne popular conception of the term.

1.13 In pursuance of the recommendations of the Estimates Committee, a review was made by the Railway Board and items of work like provision of coal dumps, conversion of railway lines, provision of fire fighting equipment etc. etc., were removed from the list of passenger amenities. Again in 1961 based on deliberations of the National Railway Users' Consultative Committee (NRUCC) items of work like provision of overhead watering arrangement, retiring rooms, new over-bridges or sub ways etc. etc. were deleted from the list of passenger amenities.

1.14 In 1965 the Railway Convention Committee enhanced the amount to be allotted to passenger amenities from Rs. 3 crores to Rs. 4 crores per annum but items like provision of retiring rooms, provision of additional foot over-bridges etc. were added to tne list of passenger amenities by the Railway Board in view of the increase in allotment. In March, 1967 Ministry conducted a further review of the list of passenger amenities and included in tnem, items of work relating to extension of platforms to accommodate full length trains and cost of additional coaches to compensate the loss in seating capacity by replacing the old coaches by new coaches which had lower carrying capacity.

1.15 The Railway Convention Committee in their 4th Report on commercial and allied matters (1971) recommended that the question whether the provision of a particular facility like the cost of additional coaches to compensate loss of seating capacity, extension of platforms, raising of platforms etc. should be considered as part of normal obligation of Railways as a public carrier or should be treated as users' amenities, should be gone into thoroughly by the Railways by associating a few representatives of the National Railway Users Consultative Committee (NRUCC).

1.16 The Estimates Committee in its 10th Report (1977-78) in this connection regretted the failure of the Ministry to revise the list of passenger amenities in consultation with members of the NRUCC and recommended that the review of the list of passenger amenities should be expedited and the list so revised should be placed before Parliament. The Committee also recommended that the additions and alterations of the list, whenever made, should also be placed before Parliament so that members get a timely opportunity to express their views.

1.17 Asked specifically as to whether the list of passenger amenities had been reviewed by the Railways as recommended by RCC and Estimates Committee and the changes suggested, the Ministry of Railways in a note furnished to the Committee has stated that the list was reviewed by the Ministry of Railways and the following changes in the allocation rules have been made:—

(a) Raising, extending, widening, covering etc. or other improvement on platforms at stations and improvements and covering of existing foot over-bridges or subways within the station premises to connect platforms or offices at stations are treated as safety works and allocated as such.

(b) Provision of washable aprons on passenger platform lines is treated as part of Railways' normal obligations and such works have accordingly been deleted from the list of passenger amenities works.

(c) Opening of new flag stations or conversion of halts into flag stations have also been treated as unremunerative operating improvements and such works have been deleted from the list of passenger amenities works.

(d) Provision of new passenger coaches, as such is not considered a passenger amenity. The provision of additional coaches required to be manufactured to compensate loss of seating capacity due to replacement of old coaches by new ones which have a lower carrying capacity due to provision of better facilities for passengers only is treated as passenger amenity.

1.18 The Ministry has further stated that the above review could not, however, be placed before the NRUCC as the Committee was not in existence at the material time. (The term of 2 years of the last NRUCC expired on 30th June, 1980 and was not reconstituted after that.)

1.19 Asked why NRUCC was not reconstituted, the Committee have been informed:

"NRUCC is constituted normally after constituting zonal and Divisional Railway Users' Consultative Committees as members of these Committees are elected to represent on the NRUCC. In January, 1981, ZRUCCs for the term 28-1-1981 to 31-3-1983 and DRUCCs for the term 1-1-1981 to 31-12-1982 were constituted but due to certain reasons, these Committees had to be dissolved from 16-2-1982. ZRUCCs were not constituted till 31-12-1985 and therefore, NRUCC could also not be constituted. Action has already been initiated to reconstitute NRUCC."

1.20 The Committee have been informed during evidence that :

"The National Railway Users' Consultative Committee consists of Members of Parliament nominated by our Minister, and representatives as elected by the Zonal Railway Users Consultative Committees which are constituted with users in that area, including industrialists and others."

1.21 The Committee have been further informed that the Railway Reforms Committee which had gone into the matter of constitution of these Committees; has recommended that :

"(i) Only the ZRUCC/DRUCC should function; other advisory Committees, whose functions overlap with those of ZRUCC/DRUCC, should be abolished. Members of Parliament, Legislative Assemblies and railway users should be represented on these committees.

(ii) At the Board's level, only the Informal Consultative Committee for Members of Parliament and NRUCC should exist.

(iii) The size of these advisory Committees at the divisional, zonal and national levels has lately become very unwieldy and unmanageable. As a result, it has become well-nigh impossible to conduct any serious business. We recommend that the size of these Committees should be compact and manageable, and only genuinely concerned interests should be represented on them."

1.22 The Committee regret that inspite of specific recommendations made by the Estimates Committee and the Railway Convention Committee as far back as 15 years, the Railway Board has not yet been able to lay down in un-equivocal terms the items that constitute passenger amenities which the Railways ought to provide to the travelling public. The Committee need hardly point out that with the rise in the standard of living of the public at large, the definition of the items of "Passenger Amenities" must undergo changes over the years, e.g. an item which was considered to be a passenger amenity at one time may now have to be considered as a basic necessity. In this connection, the Committee consider such items as; (i) plat-forms of reasonable height upto full length of trains, (ii) provision of a waiting hall, (iii) coverage of plat-forms, (iv) provision of over-bridges and/or sub-ways, (v) provision of minimum water supply and sanitation facilities in platforms and trains, (vi) provision of comfortable seats in trains for entire journey and berths for night rest, (vii) provision of a time-table notice boards, public address and display systems at stations, (viii) proper arrangements of booking and reservation facilities (ix) provisions of lights and fans both in the trains (compartments and bathrooms) and platfotfrms, etc., as basic necessities and not as passenger amenities. The

Committee also note that a few items which were deleted as passenger amenities were re-included in the list for reasons best known to the Railway Ministry. The Committee have apprehension that whatever exercise for the revision of list of passenger amenities has so far been done, has been with a view to diversion of funds from one head to another. The Committee do not feel convinced by the reasons advanced by the Ministry for not placing the revisions made in the list of passenger amenities before the Parliament in contravention of the earlier recommendation of the Committee. The Committee, therefore, cannot but strongly recommend that the list of passenger amenities now being provided by the Railways should be gone into in all their ramifications and a comprehensive list drawn keeping in view the ever changing economic and social standards of living. It is needless to stress again that the list so prepared should be placed before the Parliament.

1.23 The Committee feel unhappy to be informed that for over a decade, the NRUCC has not been functioning at all and before that it was functioning only intermittently. The Committee also regret to note that despite recommendations of the Railways Reforms Committee, the ZRUCCS and DRUCCs have also not been regularly constituted and their functioning regulated properly. It is interesting to find that at no time all these Committees were functioning simultaneously. The Committee would like to impress on the Ministry of Railways, not to under score the importance of such Committees and would expect them to constitute all these Committees urgently and streamline their functioning on scientific lines so that they could play their assigned role effectively.

C. *Norms and extent of provision of passenger amenities*

1.24 In the light of the recommendations of the Railway Catering and Passenger Amenities Committee 1967, the Railway Board reviewed the norms for provision of amenities at the stations and instructed all Zonal Railways *vide* circular dated 24 thMarch, 1970 that while planning amenities for passengers at stations, the norms as given in Appendix I should be followed in future. While the norms given in *Appendix I* were to be regarded as a general guide, these were not to be considered as suitable for application in all cases but on the other hand, in stations where special considertion was required, keeping in view the important and peculiar features associated with the place, provision of passenger amenities was to be suitably modified at the discretion of the General Manager. All basic amenities to suit the level of traffic obtaining in 1971 are reported to have been provided at all the stations by 31-3-1971.

1.25 Asked whether any perspective plan has been prepared, as earlier recommended by the Railway Convention Committee and Estimates Committee, the representative of the Ministry has stated during evidence that

no perspective plan had been prepared as the resources available during the intervening years were barely adequate to meet the minimum needs of basic amenities on an year to year basis. Subsequently, the Ministry has stated that with the improvement in resources position from 1986-87 onwards, action in this regard has been initiated for carrying out a detailed survey of the existing deficiencies in basic amenities at stations on all the Zonal Railways, with the objective of drawing up a perspective plan for making up the deficiencies, as well as effecting further improvements in the coming years.

1.26 The Ministry has furnished, in February, 1987, statements on availability of basic facilities which indicate that there are several stations in each Zonal Railway wherein the basic facilities are not available. The data relating to the stations in which the facilities are available, as furnished to the Committee, is given in Appendix II.

1.27 As, however, as early as 29th August, 1978 the Committee had been informed that all basic amenities to suit the level of traffic obtaining in 1971were provided on all the stations by 31st March, 1971, the Ministry was asked to clarify how, in a large number of stations even the basic amenities has not been provided and even where these have been provided, why they were inadequate or as per norms laid down by the Railways themselves. The Ministry in reply stated that the information earlier given (Appendix II), contained certain apparent discrepancies and furnished a fresh statement indicating the number of stations in each railways without basic amenities as in September, 1987. The information as given subsequently is furnished in Appendix III and according to it, there were hardly any stations wherein the basic amenities according to norms had not been provided.

1.28 During visits of Study Groups of Estimates Committee to certain Zonal Railway offices, information on availability of basic amenities was obtained and the position as reported by Northern Railway and Central Railways is given in Appendices IV and V. The information as given by the Zonal Railways is, however, at variance to a considerable extent over the corrected data furnished to the Committee by the Railway Board.

1.29 Absence of a perspective plan for the provision of basic amenities on the platforms and in the trains, even though Railway Convention Committee and the Estimates Committee had emphasised the need for such a plan as far back as 15 years, is indicative of the neglect of this important function by the Ministry of Railways. It is only now the Railway Board has initiated certain steps in this direction. The Committee feel that in the absence of a well chalked out plan, ad hocism had its way in the development of stations concerning the Provision of basic facilities and passenger amenities. Resource

constraints, the reason advanced by the Railway Board for the non-preparation of the plan, is not at all convincing as the very idea of preparing the plan is to fix priorities and to deploy the resources accordingly. The Committee hope that perspective plan for provision of passenger amenities keeping in view the level of traffic as existing now and as expected during the next 20 years or so, would be now drawn up without any further loss of time and necessary funds allotted for its execution. With the increase in traffic, the requirement of basic necessities and passenger amenities at each station and in the trains are bound to increase. The Committee, therefore, feel that an in-built mechanism for a periodical review should be created in the Railway Board as well as in the Zonal Railways to keep a constant watch in this regard.

1.30 The Committee cannot view with equanimity contradictory statements furnished by the Railway Board and some of the Zonal Railways regarding the passenger amenities available at various stations. The Committee consider that the Railway Board should have vouchsafed the varacity of the data before its submission to the Committee. The Committee expect the Railway Board and the Zonal Railways to be more careful in future.

D. *Chapter on Passenger Amenities in the Railway Act*

1.31 Section 3(11) of the Indian Railways Act, 1980 defines "traffic" as under :

> "Traffic includes rolling stock of every description, as well as, passengers, animals and goods."

1.32 On proivision of traffic facilities, Section 7 of the said Act provides in sub-section (1) as under :

> "Every railway administration shall, according to its powers, afford all reasonble facilities for the receiving, forwarding and delivering of traffic upon and from the several railways belonging to or worked by it and for the return of the rolling stock".

1.33 In a memorandum submitted to the Committee, following observations have been made :

> "It is highly regrettable and unfortunate that the Chapter on Amenities and facilities which is there in the existing Indian Railway Act is proposed to be deleted in the ensuing Railway Amendment Bill. This is both unjust and improper in as much as it is against the principles of equity and natural justice. As a matter of fact with a view to satisfy the rising aspirations of the people at large for the provision of more and more facilities and amenities in the Railways, it is of paramount importance that the railways should assume definite liability and discharge its obligations

effectively and efficiently in the provision of amenities and facilities in the larger interest of passengers."

1.34 Asked to clarify the position, the Ministry in a note furnished to the Committee has stated that the Railways' Bill, 1986 which was introduced in Lok Sabha in April, 1986, is a comprehensive revision of the existing Indian Railways Act, 1890 and is presently under examination of Joint Select Committee of Parliament. The Committee which invited views and suggestions of all concerned has received a number of memoranda and is also taking oral evidence of various bodies of Trade, Chamber of Commerce & Passenger Associations etc. and as such, the Committee will take into account all such views and suggestions.

1.35 Asked during evidence, why there is no Chapter on Passenger Amenities in the proposed Bill, the representative of the Ministry of Railways has stated :

"It is true that neither in the old Act nor in the proposed new Bill, there is a Chapter on Passenger Amenities Once we decide that it should be made statutory and obligatory on the part of Railways, any breech thereof would call for remedy in the form of some sort of damages or penalty on the Railways....These practical difficulties will crop up and will invite unnecessary litigation in the court of law".

1.36 The Committee enquired as to how in the absence of any provision of passenger amenities in the Act or rules, the list of basic amenities has been prepared. The representative of the Ministry of Railways has stated during evidence that the Railway Catering and Passenger Amenities Committee in 1967 had desired that the Railway Board should issue certain norms and scales of provision to the zonal railways. These were made in compliance of that recommendation.

1.37 The Committee note that neither in the Indian Railways Act, 1880 nor in the proposed Bill for amending the Act, separate provisions for Passenger Amenities exist. However, there can not be two opinions that the Railways should assume direct responsibility and discharge its obligations effectively and efficiently in the provision of amenities and facilities in the larger interest of passengers. The Committee, however, would not like to make a specific recommendation on the subject at this juncture as the Joint Committee on Railways Bill, 1986 is already seized of the matter.

E. *Model Stations*

1.38 In pursuance of the recommendations contained in the 10th Report (1977-78) of Estimates Committee the Ministry has stated that 16 stations mentioned below were selected by the Zonal Railways

for development as model stations and they were developed as needed, by bringing the amenities upto the full extent, as per the prescribed norms :

LIST OF 'MODEL STATIONS'

Railway	*Station*
Central	Nasik
Eastern	Asansol
Northern	New Delhi
	Allahabad
	Bikaner
	Jodhpur
	Bareilly
	Ludhiana
	Varanasi
North-Eastern	Gorakhpur
Northeast Frontier	Gauhati
Southern	Madurai
	Katpadi
South Central	Hubli
South Eastern	Bilaspur
Western	Shamgarh

A sum of Rs. 1.66 crores has been spent in making the above stations as Model stations.

1.39 In reply to a question in Lok Sabha on 27th November, 1986, the Ministry of Railways informed that the Railways proposed to develop 66 model railway stations in various divisions of the Railways. The salient features of the programme of development of model stations, the estimated expenditure on these stations, the perspective plan drawn to develop them by fixing priorities, time limit for development etc. and the actual progress made so far were enquired from the Ministry. The Ministry in reply has stated that these model stations, presently numbering 67, were proposed to be provided with all amenities so that they could become trend setters for other stations in future, in terms of aesthetic design and passenger amenities. The Ministry has added that no perspective plan has been prepared prescribing any time limit for priorities for development of these stations and that the Zonal Railways have been advised to draw proposals in

respect of each of these stations and to submit the same for inclusion in the works programme. On the progress so far achieved on the development of the 67 stations, the Ministry has stated that for 28 stations proposals have been finalised, for 12 stations proposals are under study and for remaining 27 stations the proposals are still under preparation by the Zonal Railways. The cost of development of 28 stations for which proposals have been finalised is estimated at Rs. 23.72 crores.

1.40 As the list of stations proposed for development as model stations based on the decision taken in July, 1986 included some of the stations already reported to have been developed as model stations, the Ministry was asked to clarify how these stations figured again in the fresh list of stations to be developed as model stations. The Ministry has stated that in terms of the recommendations of the Estimates Committee (VI Lok Sabha 1977-78), Allahabad, Bikaner, Jodhpur and New Delhi stations, alongwith 12 other stations on the Indian Railways were selected for being developed as model stations. At that time, the concept of the model station was to provide all the passenger amenities as per set norms for emulation by other stations. In 1986, decision was taken by the Ministry to develop at least one station in each Division of the Indian Railways as a model station, based on the new concept. In these model stations, besides provision of all passenger amenities, as per norms for the current volume of traffic, these stations were also to be developed to cater to the anticipated traffic growth. This was to be done in such a manner that they would become trend-setters, in terms of aesthetic design, as well as passenger amenities. It is in this context, that these 4 stations, viz. Allahabad, Bikaner, Jodhpur and New Delhi are yet to be developed as model stations, even though they had already been model stations as per the earlier concept.

1.41 Based on the visits to various Railway stations in the country and discussions which the Study Groups of the Committee had with various Railway authorities, the following have emerged out as basic facilities/ amenities which should be available to travelling public atleast at the model stations :

(i) Platforms of full length to cover entire length of the longest train halting at the station and of reasonable height for easy boarding and alighting.

(ii) A decent and good office accommodation for the officials of Railways and others functioning at the Station.

(iii) Well maintained bathroom, lavatory, urinals, etc. upto required number according to prescribed norms.

(iv) Well maintained track with periodical cleaning.

(v) Adequate potable water supply, in all platforms and waiting halls according to prescribed norms.

(vi) Adequate foot overbridges/sub-ways for moving between platforms and safety provisions to avoid tresspassing in tracks.

(vii) Adequate coverage of platforms to provide shelter according to norms.

(viii) Adequate facilities for current booking and advance reservation and arrangements to ensure required accommodation in the trains.

(ix) Facilities for waiting halls, lockers, retiring rooms etc. exclusively for use of travelling public, according to prescribed norms.

(x) Arrangements for easy availability of porters at authorised scales.

(xi) Arrangements for road transport from/to the station to/from the city at authorised scales.

(xii) Courteous service from the Railway Officials, police etc. who should act as guide and friend to the traveiling public.

(xiii) Complete control over misuse of entire station area by unauthorised personnel so as to ensure their availability for genuine travelling public and Railway and connected officials exclusively.

(xiv) Arrangements for catering services of good quality at reasonable prices.

(xv) Proper and timely announcements on the pattern of arrival and departure of trains.

(xvi) Adequate facilities for booking of luggages of passengers and timely loading in break-vans.

1.42 The Committee are happy to note that the Railway Board intends to develop 67 Model Stations so that they could function as trend setters for other stations in terms of aesthetic designs and passenger amenities. The Committee, however, wonder as to how in the absence of a perspective plan for the development of these stations the Railway Board will be able to develop them on systematic and scientific lines. The Committee, therefore, urge upon the Railway Board to chalk out a time-bound perspective plan for execution and earmark funds for the same accordingly. In this connection, the Committee would also like to caution the Government that equal emphasis has to be laid on capital works required to be executed in modernising stations and on the basic facilities and amenities that should be available for the travelling public, as in the opinion of the Committee, a Model Station must cater to passenger basic amenities and facilities of a requisite standard.

CHAPTER II

FINANCE

A. *Development Fund*

2.1 The Railway Convention Committee in 1949 had recommended that proper emphasis should be placed on the provision of amenities for the travelling public and for this purpose the Development Fund should be created with a provision of Rs. 3 crores per annum.

2.2 The principal source of financing expenditure on Passenger Amenity works is thus the Development Fund, irrespective of the cost of the individual works. Then there is Accident Compensation, Safety and Passenger Amenities Fund which is financed from receipts from surcharge levied on passenger traffic with effect from 1-1-1974. In addition expenditure on temporary woks meant to cater to passengers in connection with melas, for periods upto six months, is borne by ordinary revenue. Replacements and renewals of passenger amenities works are met out of the Depreciation Reserve Fund.

2.3 The Development Fund, which received an initial credit from the Railway Reserve Fund, is built up from the surplus remaining out of the net revenue after payment of dividend to General Revenues If in a particular year, the suplus is inadequate or there is shortfall, a loan is taken from the General Revenues, to be repaid with interest in more prosperous years, as per recommendation of the Railway Convention Committee, 1954.

2.4 The Railway Convention Committee reocommended in 1965 for enhancement of the amount allotted to passenger amenities from Rs. 3 crores to Rs. 4 crores per annum. The Estimates Committee (1977-78) recommended for enhancement of the amount allotted for passenger amenities whioh, in no case, should be less than Rs. 4 crores (related to the price level obtaining in 1965). The amount was enhanced from Rs. 4 crores to Rs. 5 crores for the purpose by the Ministry.

2.5 The original estimates, the revised estimates and the actual expenditure on 'Passenger Amenities' and other Railway Users' Amenities from 1982-83 to 1984-85 have been stated to be as under :—

Year	Budget Estimates	Revised Estimates	Actuals
PASSENGER AMENITIES			
		(in crores of Rupees)	
1982-83	4.76	4.91	5.02
1983-84	4.91	4.73	4.95
1984-85	4.82	5.09	4.85
OTHER RAILWAY USERS' AMENITIES			
1982-83	0.24	0.15	0.02
1983-84	0.09	0.08	0.03
1984-85	0.18	0.11	0.06

2.6 The allocations under the Passenger Amenity Plan head during 1985-86 and 1986-87 were Rs. 6 crores and Rs. 9 crores against actual expenditure of Rs. 6.75 crores and 11.32 crores respectively. The allocation for (1987-88) was about Rs. 18 crores.

2.7 Under "Other Railway Users' Amenities" the provision for the year 1982-83 was 0.24 crores which was reduced to Rs. 0.15 crores in the revised estimates and the actuals were only 0.02 crores and the savings to the extent of Rs. 0.13 crores were attributed "slow progress of works". As the expenditure incurred in 1983-84 and 1984-85, put together, under this account was only Rs. 0.09 crores and did not even cover the savings of 1982-83 due to slow progress of work, the Ministry was asked to identify the specific works which did not progress in 1982-83. The Ministry has stated in a note that the decrease in the amount spent on providing amenities under the head "Other Railway Users' Amenities" could be attributed to, apart from slow progress of works, change in priorities, keeping in view the urgent demands of providing passenger amenity works at other places.

2.8 The earnings from passengers during 1965-66 were of the order of Rs. 219 crores and the allocation of funds for passenger amenities came at that time to about 2% of the passenger earnings. Since then, the passenger earnings have increased many-fold and the total earnings for year 1980-81 was Rs. 827.48 crores and for the period 1982-83 to 1985-86 amounted to Rs. 5693.70 crores. The earnings for the year 1985-86 was Rs. 1719.67 crores. Based on the allocation level of 1965-66 for passenger amenities the

expenditure during 1982-83 to 1985-86 should have been Rs.113 crores for the 4 years, as against it, the actual expenditure was Rs. 21.68 crores only which came to a mere 0.38% of the passenger earnings. Asked to justify provision of such meagre amount for passenger amenities and the basis on which the allocation for passenger amenities was decided, the Ministry has stated in a note furnished to the Committee that keeping in view the fact that all plan expenditure was subject to the Government's overall resource position, it was not feasible to earmark a percentage of earnings from passengers for expenditure on passenger amenity works. The Ministry has further added that the provision for passenger amenities as well as for other plan Heads has to be made in consultation with the Planning Commission within the limitations imposed by the overall plan allocation which was based upon the availability of resources.

2.9 The Ministry has further stated in a note furnished to the Committee that at 2% of the earnings, the allocation to passenger amenities would work out to nearly Rs. 39 crores in 1986-87 and a little higher in 1987-88. These are far in excess of the amounts that the Ministry of Railways have been able to provide within the plan ceilings and with regard to the competing demands of other plan heads which have to cater to the enhancement of the operational capability of the Railways to meet the evergrowing traffic commitments. The Railways' own resources position is continually strained by increases in wages and the cost of other inputs. The dividend payable to the general revenues is also increasing from year to year while the loans taken for development fund and deferred dividend liability, together amounting to Rs. 919 crores are to be liquidated. Under the circumstances it is not practicable for Railways to stand committed to a percentage relationship between passenger earnings and the provision for passenger amenity works.

2.10 Asked to indicate the total amount provided in the Seventh Five Year Plan for passenger amenities and the amount for which proposals were sent, the Ministry has, in a note, stated that the Railways' VII Plan proposals included a request for Rs. 50 crores for Passengers and Other Railway Users' Amenities, which represented almost double the expenditure during the VI Plan period. The actual expenditure under the Passenger Amenity plan head during 1985-86 was Rs. 6.75 crores and in 1986-87 Rs. 11.32 crores approximately and the allocation for the current year (1987-88) was Rs. 18 crores, taking the total for the first 3 years to about Rs. 36 crores. At this rate the Ministry felt that the expenditure in the entire plan period may well exceed the figures of Rs. 50 crores originally proposed, despite the fact that there has been a cut in the overall Plan allocation for the Railways with respect to their original proposals.

2.11 During evidence, the representative of the Ministry of Railways has stated:—

> ".....in the 5th Plan, on an average, we have spent Rs. 3.5 crore per annum on passenger amenity. It was stepped up to Rs. 5 crores per annum in the Sixth Plan. In the 7th Plan, in the first 3 years, the average is almost Rs. 11.5 crores. Here also, there is a difference due to methodology of accounting. Whatever is booked into passenger amenity, that is one set of booking. In addition to this, passenger facilities improvement and passenger related works are also booked into another one or two more Plan heads like traffic facilities. This year, in 1987-88, in addition to about Rs. 18 crores that we are going to spend on passenger amenity works, we are going to spend another Rs. 6 crores which are booked under traffic facilities. Another Rs. 2 crores are also going to be booked under other specified work, meant for passenger facility."

2.12 Details of expenditure incurred on Passenger Amenities and other Railway Users' Amenities in 1982-83, 1983-84 and 1984-85 separately for each zone as furnished by Ministry is given in Appendix VI. Actual expenditure for 1985-86 and revised estimates and approximate actuals for 1986-87 are given in Appendix-VII.

2.13 Asked whether the guidelines have been laid down in consultation with NRUCC as recommended by the Committee in their 10th Report, and if so, when and how far these have been followed in allocation of funds to the Zonal Railways for passenger amenity works and the basis of allotment of funds to Zonal Railways, the Ministry in a note has stated that guidelines regarding the basis of allotment of funds for "Passenger Amenities" in order to ensure uniformity in the provision of amenities among the various Zonal Railways as also among the stations of the same category could not be finalised before the expiry of the term of the last National Railways Users Consultative Council (NRUCC) on 30th June, 1980. Such a consultation will be made after the NRUCC is constituted. However, funds requirement of the Railways are generally based upon the needs of ongoing and proposed new works, and in formulating their proposals, the Zonal Railways take into account the demands and suggestions voiced through the Zonal and Divisional Railway Users Consultative Committee, as well as the norms that have been prescribed. Complaints and representations are still being received that basic amenities are still lacking at many of the stations and the Railways have recently been directed that these amenities wherever not existing, must be provided during the remaining years of the Seventh Five Year Plan; in the case of electrification only, 50% of the stations

not provided with electricity and having this facility within one kilometre would be covered in the Seventh Plan, at the rate of 100 stations per year commencing from 1987-88. In addition to the basic amenities, other types of amenities have been grouped into two priority categories, and Railways have been asked to plan these works, wherever justified on the basis of norms laid down as per Railway Board's letter No. 86/W2/2/221 dated 6-4-87. Senior Officers, both at Head-quarters and at Divisional levels, have been entrusted with the responsibility for caordinating provision of the amenities, The Ministry of Railways expect that with the implementation of its drive, the provision of passenger amenities will be raised to a much more satisfactory level than obtaining at present consistent with plan provision under this head. Opportunity will be taken for further improvements to ensure uniformly as soon as possible after the NRUCC is reconstituted and their recommendation is obtained.

2.14 The Committee note that whereas on the one hand the passenger earnings increased from Rs. 827.48 crores in 1980-81 to Rs. 1719.40 crores in 1985-86, resulting in a percentage increase of over 100% during a period of 5 years, on the other hand the allocation for the passenger amenities remained static at Rs. 5 crores during the same period. These allocations have since been marginally increased to Rs. 50 crores for the entire Seventh Plan period. It is, therefore, apparent that whereas Railways have been increasing rail fares, etc. steeply over the last few years, they have cared little to augment the provision for passenger amenities so as to enable the travelling public to have a reasonably comfortable journey. In the opinion of the Committee, it is a matter of propriety that any increase in the passenger earnings should go hand by hand with the increase in allocations for passenger amenities as it is the passengers who are contributing to the Coffers of the Railways, especially when the Railways themselves are aware of the utter lack of even basic facilities and amenities at a very large number of stations. The Committee consider 2% of the total passenger earnings as a reasonable amount which should be spent on the passenger amenities and other works related thereto. The Committee would like the Ministry of Railways to go into this question thoroughly in consultation with the Ministry of Finance and Planning Commission, so as to ear-mark substantial funds for providing passenger amenities.

2.15 The Committee are distressed to find that for the year 1982-83 there were savings to the extent of Rs. 0.22 crores against original budget estimates of Rs. 0.24 crores for passenger amenities and a saving of Rs. 0.13 crores against provision of Rs. 0.15 crores in the revised estimates under "other Railway Users' Amenities". The substantial savings have been attributed to slow progress of works. However, the expenditure incurred in the next two years has been even less than the savings for the year 1982-83. This

is indicative of the fact that the works taken up in 1982-83 had not been completed even after the lapse of another two years. When asked to identify the works in which there was slow progress, the Ministry could only come up with the explanation that changes in priorities might have also affected the slow progress in work. The Committee need hardly stress that the works once provided for and taken in hand for execution should be proceeded with a sense of urgency as the slow progress and changes in priorities midway results in frittering away of the resources and escalation in costs.

2.16 **Under the other Railway uses' Amenities also there are wide gaps in the allocation of funds so much so that Eastern Railway and Northeast Frontier Railway were not at all allocated any funds. It is further heartening to note that even though Northern Railway, Southern Railway and South-Eastern Railway were allocated funds, these Railways did not incur any expenditure. The Committee recommend that a suitable rationale may be evolved for allotment of funds to various Zonal Railways for providing passenger amenities and issue the necessary guidelines in this regard urgently.**

2.17 **During their visits to various Zonal Railways the Study Group of the Committee found that in several Zonal Railways passenger amenity works costing several lakhs of rupees have been undertaken but because the provisions made are inadequate, the funds had been distributed between various works on a proportionate basis, as a result of which the completion of every work is getting delayed. The Committee feel that this is hardly in keeping with a planned development for the early achievement of targets and recommend that between the works to be undertaken priorities should be fixed and the works taken up for executing according to those priorities instead of undertaking several works at a time and distributing the funds proportionately, thereby leaving every work incomplete for several years.**

2.18 **The Committee find that the funds among the Zonal Railways have not been distributed equitably, taking into consideration the levels of development so as to ensure uniformity in provision of amenities as far as possible.**

B. Accident Compensation, Safety and Passenger Amenities Fund

2.19 The Committee have been informed that the Accident Compensation, Safety and Passenger Amenities Fund is financed from receipts from surcharge levied on passenger Traffic with effect from 1-1-1974. The rates of surcharge on the different classes of tickets are fixed with the approval of Parliament.

2.20 Collection of surcharge/amount credited to ACSPF out of passenger earnings, amount spent for passenger amenities and compensation to the passengers for the past 5 years have been stated to be as under:—

(In crores of Rs.)

	1982-83	1983-84	1984-85	1985-86	1986-87
Surcharge/amount credited to ACSPF out of passenger earnings	7.88	7.26	9.09	27.44	30.92
Expenditure on passenger amenities from ACSPF . . .	0.80	0.43	1.38	0.69	0.98
Expenditure on compensation to passengers	0.84	1.04	1.60	2.18	0.64

2.21 In addition, expenditure was incurred from this fund on certain specified works which included road over/under bridges in lieu of level crossings, provision or improvement of foot over bridges, improvements to platforms at stations etc. The figures of such works financed by the fund in the last five years have been stated to be as under:—

(In crores of Rs.)

1982-83	18.08
1983-84	20.64
1984-85	22.05
1985-86	26.25
1986-87	33.92

2.22 On enquiry, the Committee have been informed that this cess was introduced by the Railways in the year 1974 and in the year 1978 the fund which is collected by way of surcharge was diverted for the construction of platforms, bridges, etc.

2.23 In reply to a question, the representative of the Ministry of Railways has stated during evidence:

> "It was primarily meant to cover the upper limit of compensation to be paid because of death, that is, to meet the enhanced liability arising from compensation claims".

2.24 It has been further stated during evidence:

> "The withdrawal from the fund will be for the purposes of compensation claims, expenditure on safety works and expenditure on certain passenger amenities which are not covered under the definition

of passenger amenities, such as provision of raised platforms, platforms coverings, train indicator boards, rest shelters for licensed porters, etc."

2.25 Asked about the justification for meeting expenditure on roads over/under bridges in lieu of level corssings, provision or improvement of foot over bridges, improvements to stations etc. from this fund when these are all part of the basic infrastructure to be provided by the Railways. The representative of the Ministry has stated during eivdence:

"These very items did not come under plan head of passengers' amenities. It is because the plan allocation for Passengers' Amenities was small and we wanted to unburden or rather transfer some of the burden."

2.26 Asked specifically whether improvement of platform raising, surfacing, providing covers etc. which is paid out of ACSPAF, comes under safety measures, the representative of the Ministry replied:

"As it stands today, this is classifiable as safety measure, although, it comes directly under the item Amenities."

2.27 Asked how an amount of Rs. 33.92 crores was financed on "safety" works from the fund during 1986-87, when on passenger amenities not even 3% was spent, the representative of the Ministry has stated during evidence:

".....a large chunk of it goes to safety works because it is of paramount importance. In the level crossings, accidents are so much, for that we need more funds."

2.28 Asked under what law or rules and regulations this fund was being diverted for construction work etc., the representatives of the Ministry have stated during evidence:

"It cannot be considered a diversion. It is a revenue earning and it can be spent just as we are spending for staff charges, for electricity charges, for some miscellaneous bills and so on. We have to appropriate certain amount each year by way of depreciation also because this also is an essential charge. Secondly the amount is not only for compensation and amenities. There is a big factor in the form of safety work. Earlier, safety work used to suffer and this could directly or indirectly affect the travelling passengers. So, a major part of the fund that is collected is spent to take care of the safety aspect."

2.29 It has further been stated:

"Nothing is diverted in any irregular manner. These conventions are very clearly laid down. Very important amenities which are treated as basic amenities are not covered under the plan head 'passenger amenities'. These are today treated as safety works. For example, expenditures on high level platforms, improving the platform surface, etc. are met from the ACSPF. In this, although the passenger amenities' part is small, safety part with Rs. 30 crores is very large. Out of this Rs. 30 crores, Rs. 2 crores is being spent."

2.30 On the amount of compensation payable in accidents, the Committee have been informed in a note that the upper limit of compensation in case of death or total disablement due to Railway Accidents is Rs. 1,00,000/- and it was last revised in April, 1984. The upper limit previously was Rs.50,000/-. The amount of compensation ranging between Rs.20,000 to Rs.1 lakh has been laid down for each type of injury or disability that the passenger may suffer. The Railway Administration is also liable for loss of luggage on account of train accidents.

2.31 The Committee have been informed during evidence that *ex-gratia* payment was, however, paid on the spot and the full balance given later and this was over and above the compensation. The representative of the Ministry added during evidence:

"Interim compensation upto 25% can be paid. There is a provision in the Act, which was made two years ago. For giving interim compensation also, the court will have to identify as to who the correct heir is."

2.32 In a written reply, Ministry has stated that no time targets have been fixed for settlement of claims for compensation arising out of Railway accidents. Claims for compensation are decided by the Claims Commissioners who function under the respective State High Courts. ex-Officio Claims Commissioners are available constantly for taking over the work of Claims Commissioner in respect of minor accidents. For major accidents, an *ad hoc* Claims Commissioner gets selected by the local High Court concerned. The legal procedure for deciding cases of accident compensation claims tend to be time-consuming mainly as the *bonafide* of the claimant has to be verified. Railways pursue cases with concerned Claims Commissioner with a view to expedite their settlement. During the last two years (1985-86 and 1986-87), 341 accidents compensation claim cases were settled over the Indian Railways. The average time taken for settlement of these cases was 13.8 months."

2.33 During evidence, the Ministry attributed the long delays to establishing the *bonafides* of the claimants. A District Judge is appointed as an *ex-officio* Claims' Commissioner and in the case of minor accidents, actually the petitions were filed before the District Judge, and the time taken was four or six months and that the Courts treat these cases like any other money suit.

2.34 Asked what steps have been taken to reduce the time taken in settlement of cases, the representative of the Ministry has stated during evidence:—

> "In order to reduce the delays and expedite compensation to the heirs or the deceased or the injured victims by the accidents, the Government have decided to set up separate Claims Tribunals exclusively for settlement of claims. Because, at present, it takes a very long time to appoint a Commissioner for each accident It may take 2 months or six months or even a year. The Commissioner will only deal with that particular case which is referred to him. Once we have tribunals all over the country, *i. e.* different benches, and as soon as the accident takes place, the very next day some body can go and find that out and within a couple of months, he can get his compensation."

2.35 In reply to a further question it has been stated that the insurance premium is inbuilt in passenger fares and there was no need for a separate insurance cover for the security of the passengers on railways.

2.36 Asked whether for dacoities and stabbings that are taking place in the running trains, Railways pay compensation to the passengars, it has been stated during evidence : "only for the train accidents we are giving compensation." In reply to unstarred Question No. 4871 dated 9-12-87, Parliament was informed that the Indian Railway Act, 1890 does not provide for compensation as such to railway passengers who are killed or injured in train robberies/dacoities.

2.37 The Committee note that Accident, Compensation, Safety and Passenger Amenities Fund (ACSPF) is financed out of receipts from surcharge levied on passenger traffic with effect from 1-1-1974. The list of works debitable to this fund indicates that some of the works were on the border line of safety or amenity works or works of obligatory nature for railway working. As this cess has been specifically created for accident compensation claims, passenger amenities and improving the safety of travel, the amount is being collected from passengers in the name of passengers amenities and compensation, the Committee recommend that the scope of operations of this fund should be clearly defined.

2.38 The Committee have been informed that there is no need for separate insurance cover for security of passengers on railways as the insurance premium was inbuilt in passenger fares. For dacoities and stabbings that take place in running trains, no compensation is paid to the passengers and only for train accidents compensation is paid. Since the insurance premium is inbuilt in passenger fares, the Committee feel that it is highly unreasonable to deny victims of dacoities and stabbings in train, any compensation. The Committee therefore recommend that the matter may be examined from both legal and human angles and appropriate decision taken.

2.39 The Committee find, that no time limit has been fixed for settlement of accident claims' compensation and it takes on an average more than a year to settle the claim. The Committee suggest that separate claims tribunal should be set up exclusively for settlement of compensation cases and a time target, say two months, is fixed for final payment to the heirs of the deceased. In verifying bonafide of the claimant, help of local police or any other such functionary may be sought. Pending the settlement of final claims, the Committee consider that payment of interim compensation to the persons concerned may mitigate their hardships to some extent.

CHAPTER III

RESERVATIONS

A. Reservation Procedure

3.1 Reservation of accommodation is done upto 90 days in advance (with some exceptions) on purchase of journey tickets and payment of the reservation fee, on "First come, First served" basis. In the case of certain short distance inter-city day time trains, lower time limits for advance reservations have been prescribed. Bona-fide foreign tourist are, however, permitted to reserve rail accommodation 360 days in advance.

3.2 A system known as 'Reservation against Cancellation' (RAC), by earmarking a specified number of seats in reserved coaches for carrying waitlisted passengers, in order of seniority, for providing them with berths against passengers with confirmed reservations not turning up, exists. The number of waitlisted passengers so carried ranges from 14 to 16 in a II sleeper coach and 8 in I class/IIAC coach. This ensures that accommodation found vacant on the trains due to passengers with confirmed reservations not turning up is allotted to waitlisted passengers in their order of priority.

3.3 After the quota for firm reservations and 'RAC' is exhausted, the names of persons who apply thereafter are "wait listed" in the order of receipt of their requisitions. As and when confirmed reservations are cancelled by some passengers, the resultant vacancies are allotted to those on the 'RAC' list and then to those placed on the waiting list.

3.4 In Delhi Area, the passenger reservations have been computerised. Computerisation for Bombay and Calcutta is likely to be completed by the end of 1987-88 and at Madras in 1988. These 4 stations deal with 50% of the total reservation work being done on Indian Railways. In the next phase, Government proposes to cover Bangalore, Ahemedabad, Lucknow and Bhopal by December, 1988 and these stations handle about 15% of the total reservation work.

Announcement on reservation availability position

3.5 The Southern Railways has informed the Committee that a system of announcement through newspaper and radio exists on that Railway on availability trend of reserved accommodation and that a token system has been introduced in two stations for collection by the passengers

in queue so that only those whose token numbers are displayed, need come to counter and others can remain seated in the waiting arena, till their token numbers are displayed. Asked whether availability trend of reserved accommodation is advertised and token systems are made available at other stations, the Ministry of Railways has intimated that the system of notifying the availability position of reserved accommodation through newspapers is already in practice over Western Central, South-Central and Southern Railways, that on Northern, Eastern and South Eastern Railways, the availability position is announced through the radio and that in North Eastern and Northeast Frontier Railways who have not been following this practice so far have been advised to follow the same practice. In regard to token, system the Ministry has stated that it had been introduced at 19 stations and was being introduced at 5 more stations.

3.6 Asked whether the Railways have examined the feasibility of periodical clearing/updating and displaying of final list of passengers schedule to travel by a train at least one day prior to the departure of the train so that the wait listed passengers could know their position well in advance and take action accordingly, the Ministry in reply has stated that there would be no problem for updating at 9 stations after computerisation. In respect of important intermediate stations having substantial reservations quotas, say 30 to 50 berths/seats each on certain trains and stations having small reservation quotas of less than 10 berths/seats, the updating of position regarding reservation status of passengers placed on waiting list is being done on a day-to-day basis as the volume of work involved is not much.

3.7 The Committee have been informed that surprise inspections made at these two categories of stations have revealed that by and large the system of updating is working effectively and the passengers placed on the waiting list are being apprised of their latest status, though, some complaints have come to notice which are indicative of the negligence of reservation staff. Zonal Railways have been directed to keep a strict vigil on this important aspect of working and ensure that the passengers get timely information regarding their reservation status. At stations other than with computerised reservations, the Ministry does not consider necessary to display the final charts one day before the departure of the train because, berths falling vacant due to late cancellations shall have to be necessarily placed at the disposal of the TTEs for allotting the same in the train. According to Ministry, display of the tentative reservation charts one day in advance involves voluminous work which cannot be handled by the existing strength of staff. Another related point, according to Ministry is that at train originating stations certain quotas like defence quota, foreign tourist quota, emergency quota, etc. for reserved accommodation are placed at the disposal of different authorities and are released only few hours before the departure of the train

and as a result, it will not be possible to reflect the changes in the charts due to allotment of accommodation out of this quota.

Sale of Reserved Accommodation through Agents

3.8 The Committee have been informed by an organisation that system of the authorised agents for sale and issue tickets has encouraged malpractices of selling tickets at an exhorbitantly higher rate, particularly during rush seasons. Asked whether the Railways have examined the efficacy of the system of appointing agents, the Ministry has stated that the agents appointed under Authorisation of Rail Travellers Service Agents Rules, 1985 realise prescribed service charges from their clients for services rendered i.e. for procuring tickets to them. The agents under this scheme have been selected after scrutiny and screening in the light of the guidelines. They have, started functioning from around the middle of 1986 and have generally been working satisfactorily. The Ministry has added surprise checks made by railway officials revealed a few cases of agents indulging in irregularities/ malpractices and in these cases the licences of these agents were promptly cancelled.

Reservation at intermediate stations

3.9 It has been stated that as suggested by the Committee in the 10th Report, teleprinter facility has been provided between some of the important reservation offices of the railways. A Courier System has also been provided linking some metropolitan cities with other important reservation offices and that frequent checks are made about the correct filing, recording and replying of reservation telegrams. The system of relay of advance information to nominated stations about berths falling vacant enroute has also been introduced.

3.10 Asked whether any review was made to modify the existing quotas of berths and seats at intermediate stations in view of difficulties still being experienced by passengers in getting reservation at intermediate stations, the Ministry has stated in a note furnished to the Committee that periodical reviews of the quotas of berths and seats fixed for all the stations including intermediate stations are made from time to time. Normally such reviews are conducted before, the new time tables (revised twice a year)come into force, as a large number of changes such as increase in the frequency of trains, augmentation of load of various trains, etc. take place as a part of revision of time table. Based on these reviews, the quotas of stations where the utilisation is poor are withdrawn and are allotted to stations where there are unsatisfied demands. These reviews are conducted by the Zonal Railways conncerned in coordination with the adjacent railways.

3.11 Apart from the periodical reviews, comprehensive reviews were also undertaken by Railways. The last such review was undertaken during October, 1985 to March, 1986. As a result of this review, 936 berths/seats were withdrawn from stations where the utilisation was poor and were re-allocated to other intermediate/originating stations where the demand was heavier.

Onward/Return Journey Reservations

3.12 In a note furnished to the Committee, the North Eastern Railway has intimated that with a view to ensuring cent per cent confirmation of outward/return journey reservations, a new system has been introduce with effect from Ist January, 1988. According to the new system, the passenger seeking reservation is given confirmation at the counter wherever possible and is also, subsequently, communicated by a letter/telephone regarding his reservation having been confirmed in case this has to be obtained from other Railways/Divisions. A few important stations have been nominated as 'Divisional Nodal Points' of respective divisions for sending 'Secure Memo' for reservations with Gorakhpur as 'Central Nodal Point'. Demand of reservation in excess of quota allotted to a particular station/reservation office is sent under 'Secure Memo' to the respective Divisional Nodal Poin by a nominated train through a nominated staff under acknowledgement everyday. The Divisional Nodal Points arrange to get the confirmation for intra-divisional and inter-divisional demands [from the respective train originating stations on this railway through 'Secure Memo' and communicate the same to the respective Reservation office/station on phone followed by 'Secure Memo' for confirmation to avoid delay and mutilation of the message.

3.13 Demands for reservations in trains originating on other Zonal Railways are sent to the Central Nodal Point at Gorakhpur by Divisional Nodal Points through 'Secure Memo' daily by a nominated train. Central nodal point at Gorakhpur gets confirmation of these demands from different zonal railways through 'Secure Memo' and arranges confirmation to respective station through Divisional Nodal Points. To start with, this system of "Secure Memo" has already been introduced between Gorakhpur—Howarh, Gorakhpur-Bombay and Gorakhpur-New Delhi with effect from 1-1-1988, with 100% success as per particulars below as against achievement of hardly 50 to 60% in the past with a time lag of 20 days:—

Stations	Demand sent	Confirmation received	Percentage	Average time taken	Remarks
Howrah	302	302	100%	6 days	
Bombay V.T.	242	242	100%	7 days	
New Delhi	573	573	100%	3 days.	

3.14 In order to have greater customer satisfaction a system of communication of reservation on telephone, where telephone number is available, or by service stamped post-card at the address of passenger has also been introduced by North Easterm Railway at important stations from 1-1-1988.

3.15 The Committee have also been informed that North Eastern Railways will soon be providing facsimile service between Gorakhpur-New Delhi, Gorakhpur-Howrah and Gorakhpur-Bombay; with the introduction of this service not only the time-lag in getting the confirmation of onward/return journey reservations from these Zonal Railways is expected by the Railways to be minimised, but the passengers will also be provided with a photo-copy of the confirmation slips given by the respective reservation offices.

Availability of Reserved Accommodation

3.16 In a number of memoranda received by the Committee, several non-official organisations have complained about malpractices in reservations, etc. Explaining the steps taken to root out malpractices in booking and reservation offices, the Ministry of Railways has stated as under:—

(i) A close surveillance over reservations offices is maintained by Vigilance and commercial organisations with a view to detect and apprehend touts and reservation staff.

(ii) Intending passengers are discouraged through Public Address System at stations by T.V. shorts and advertisements in newspapers from purchasing the tickets from unauthorised sources.

(iii) Checks are also conducted in running trains to detect the cases of transferred reservations and persons found travelling on transferred reservations are penalised as passengers travelling without ticket.

(iv) The requisition slips for reservations are subjected to scrutiny from time to time and in cases where telephone numbers are mentioned, phone calls are made to find out the genuiness of the reservations. In other doubtful cases, door-to-door checks and/or postal enquiries are conducted. The reservations found spurious are cancelled.

3.17 On the results of checks conducted in trains on transferred reservations, following data has been furnished by the Railways:

Year	No. of cases detected	Railways dues realised (Rs. in lakhs)
1984-85	13,951	15.67
1985-86	14,738	20.05
1986-87	26,820	41.03

3.18 The Ministry of Railways has also stated that introduction of computerised reservation system has greatly reduced the scope for malpractices and irregularities on the part of reservation staff. It has also been stated that the Indian Railway Act has been amended in order to make the activities of unauthorised agents and anti-social elements in cornering tickets a cognisable offence.

3.19 In reply to Lok Sabha question (No. 4140 dated 3-12-1987) it has been stated that the number of persons arrested and punished during the last three years for blackmarketing in railway tickets at Bombay Central, Bombay V.T. and Kalyan Railway Stations was as under:—

	1985	1986	1987 (upto 15-11-87)
Persons arrested	864	748	459
Persons punished	544	428	249

Availability of seats/berths in trains against reserved accommodation

3.20 It has been reported by several organisations that the reserved accommodation gets occupied at the starting stations by unreserved passengers including season ticket holders who have no right to travel in the long distance trains. Further in the inter-mediate stations also a large number of unreserved personnel are allowed to enter in reserved compartments without check or control by the attendants and other officials who are incharge of the reserved accommodation.

Further the seats in reserved coaches at originating stations are occupied by coolies and other such persons while the trains are in the yard and before it is brought on the platform. The Ministry of Railways, in reply

has stated that instructions exist that all coaches including unreserved be padlocked after a joint inspection with RPF both at incoming and after the washing line attention. Drives from time to time against coolies and touts trying to occupy the berths/seats in trains are conducted and when apprehended, suitable actiont is taken against them as per existing law.

3.21 The Ministry has also stated that conductors/TTEs/Coach attendants are to be available in front of each AC, 1st and AC 2-tier coach 30 minutes before the scheduled departure of the train at the train originating station and one of their primary duties is to ensure that only bonafide passengers enter in the reserved coaches and to guide them to their respective berths/seats.

3.22 The Ministry has added that the problem of entry of short distance passengers including MST (Monthly Season Ticket) holders in the long distance trains is generally acute at railway stations which are in the vicinity of metropolitan cities/industrial areas. The Railway has admitted that it has not been able to completely overcome this problem because of the following reasons:—

(i) Due to shortage of staff, consequent upon a prolonged ban on creation of posts, it is not possible to man all reserved coaches individually.

(ii) MST Holders normally travel in large and organised groups and the railway staff manning the reserved coaches some time become helpless for fear of being physically assaulted as also to avoid detention to trains due to confrontation on account of insistence on the part of the train staff to detrain the MST Holders.

3.23 Asked whether any efforts have been made to curb railway MST pass holders travel in reserved coaches by administrative orders, the Ministry, in reply, has informed the Committee that under the railway pass rules, any misuse of MSTs/Passes is liable to invite disciplinary action agsint the employee concerned. Instructions are being issued to the railways to instruct the railway ticket checking staff to report the cases of railway employees using the MST/Pass in contravention of the rules to the issuing Officer.

3.24 Asked what alternative steps Government propose to take in the matter, the Ministry has stated in a note furnished to the Committee that rescheduling of timings of express trains is done from time to time to the extent feasible and justified. Two unreserved bogies are also attached to Mail/Express trains to carry the last minute unreserved passengers and in some cases MST holders also. There is also one coach earmarked for MST holders in certain fast inter-city day-time trains.

3.25 As per recommendation of the expert bodies/Committees the short distance traffic is to be carried by the road services. Railways have accepted the recommendations and short distance trains are introduced only where road services are not available. However, Railways keep introducing trains for suburban traffic around metroplitan cities but these MST holders travel by Mail/Express trains.

3.26 The Committee are of the view that availability position of reserved accommodation of important trains should invariably be made known through leading newspapers by the zonal railways in addition to announcements through radio and television so that the passengers may have an idea on availability position before they go to the booking counters for reservation of their seats/ berths. The Committee recommend that action in this regard may be taken particularly by the North Eastern and Northeast Frontier Railways, as they have denied this facility so far.

3.27 The Committee welcome the system of RAC and wait listing but they feel that display of charts of allotment of accommodation for wait listed passengers at originating stations a couple of hours or so before the departure of trains results in highly avoidable strain to those who come to the station with luggage and have to go back disappointed. The Committee would like the Government to consider whether the quota placed at the disposal of different authorities could be released sufficiently in advance so as to facilitate display of reservation charts in time and all those in RAC and waitlisted could be given reservation tickets well before the departure time of train so that the boarding of wait listed passengers without reservations in reserved coaches could be minimised.

3.28 The Committee are also of the view that with the introduction of computerisation system, staff problem should not come in the way of displaying chart well in advance and it is hoped that it will be implemented in all stations where computerisation has taken place or is taking place.

3.29 The Committee note that under existing rules, the waitlisted passengers without reservations are permitted full encashment upto three hours of the departure of the train after deduction of Re. 1 only per ticket. The Committee recommend that period for such encashment should be at least 12 hours before scheduled departure of train so as to reduce las minute pressure of waitlisted personnel to the minimum and enable genuine cases to procure accommodation with less strain.

3.30 The Committee recommend that the waiting periods in queue to procure ticket should be curtailed to the barest minimum by introduction of token system, by deployment of additional staff at busy reservation counters by determining time norms for handling each reservation form at the counters and ensuring enforcement of time norms by supervisory staff.

3.31 The Committee note that at comparatively small stations where reservation is updated on day-to-day basis, there have been cases of malpractices and the surprise inspections are of not much use. They also note that Zonal Railways have been directed to keep a strict vigil on the working of those stations. The Committee would like to be apprised of the results of such instructions.

3.32 The Committee find that there has been an increase in the number of cases detected for travelling on transferred reservations every year. This could be an indication of better vigilance by Railway checking staff as also an increase in number of such cases. The Committee believe that the number of persons actually travelling on transferred tickets may be much more due to non-detection. The Committee is of the opinion that surváillance maintained by vigilance and commercial authorities needs to be further strengthened so as to do away with this malpractice.

3.33 The Committee note that a good number of touts were appreehended during last 3 years. They suggest that special drives at regular intervals to apprehend touts and unauthorised agents at all important stations be made. The Committee also feel that this evil cannot exist except with the connivance of the railway staff and that initial vigilance at the booking counters on those s who turn up to book tickets could result in eliminating this evil to a large extent. The Committee hope that serious efforts would be made to curb this evil at the initial stage itself.

3.34 The Committee find that a few cases of agents indulging in irregularities and mal-practice have come to the notice of railways during surprise checks. The Committee suggest that antecedents of the agents shonld be got verified from vigilance authorities before apponting them as authorised agents and such check shuold be exercised by the railways at regular intervals, say every two years.

3.35 The Government in reply to a Lok Sabha Question has admitted that there have been black marketing of railway tickets at Bombay Central, Bombay V. T. and Kalyan Railway Station. As there may be every possibility of such black marketing at other important stations also, the Committee recommend that the Ministry should take necessary corrective measures to stop such malpractices by making surprise checks and taking help of intelligence agencies in apprehending persons indulging in black marketing.

3.36 The Committee are happy to note that North Eastern Railways have introduced a Courier system from 1-1-88 whereby it has ensured 100% clearance for outstation onward/return reservations. While commending the achievement, the Committee cannot but help regreting that in these days where several modern facilities of communication have come to stay, it has become

necessary to go back and rely on premitive methods, mainly due to human failures at the receiving ends of the communications. The Committee therefore recommend that the Ministry may review the utility of modern methods of communication now in vogue, when it fails to serve the intended purpose adequately and take appropriate remedial measures.

3.37 The Committee find no justification whatsoever for occupation of reserved accommodation by unreserved personnel or MST holders, at the starting station itself, as such a situation arises only due to lack of control by the staff responsible. If the coaches are brought to platforms duly locked and entries are regulated after verification by the checking staff on duty, the Committee see no reason for occupation of reserved seats by unauthorised personnel. The Committee therefore cannot but help deploring the apathy shown by railways in regulating the enrty of passengers into the compartments and hope that steps would be taken to implement instructions both in letter and spirit. This menace, especially, at Delhi and New Delhi Railway stations, where it has assumed very large proportions, needs immediate attention of the Ministry.

3.38 The Committee are aware that one of the major categories of personnel boarding reserved coaches in trains, not authorised for MST holders, are the Railway passholders themselves. The Committee see no reason why the Railways are not enforcing discipline within its own cadre in this regard. The Committee feel that special drives in this regard should be conducted and those who misuse the facility are not only suitably punished but also denied the free travel facility for a certain period by suitable amendments in the rules governing grant of pass facilities.

3.39 The Committee are aware of the difficulty being faced by passengers in getting reservations at intermediate stations and for the railways to fix quotas of berths at these stations. The Committee feel that attachment of a second clsss coach at two or three important intermediate stations if operationally feasible can solve the problem to some extent. The Railways should also find out some solution to this problem so that the passengers travelling from intermediate stations do not suffer for all times to come.

3.40 Since the Railways have an effective communication network, the Committee suggest that vacancies accruing at intermediate stations due to break of journey or otherwise should invariably be reported to the next stations. In case of failure in this regard, strict action against the staff responsible should be taken so that it has effect on others.

3.41 The Committee also recommend that as far as possible, all passenger booked to alight/board at intermediate stations are not accommodated in bogies that are provided for use of passengers who travel upto final destination from

starting point so that passengers travelling from first point to last point are least disturbed and entry fully checked at initial stage itself.

B. *Overcrowding*

3.42 Overcrowding in the trains causes lot of inconvenience to the passengers. Enquired about the measures taken by the Ministry of Railways during the VI Plan period to relieve overcrowding in the trains to alleviate hardship to the second class passengers, the Ministry in a written reply furnished to the Committee has stated that in Order to relieve overcrowding the Railways have introduced quite a few additional trains, increased number of bogies in trains, extended the runs of the existing trains and increased the frequency of services of non-suburban trains during VI Plan period, besides running special trains to clear the rush during peak traffic seasons.

3.43 The Ministry has stated that during the Sixth Plan period, the number of originating passengers had declined from 3613 million in 1981-82 to 3325 in 1983-84. It increased slightly to 3433 million in 1985-86. There is a fall in short distance passengers who are now availing of fast road transport services. This is in keeping with the recommendations of the various Committees that the short distance traffic should best be cleared by road transport in the overall national interest. This trend has helped to reduce the level of overcrowding on trains on the trunk routes by short distance passengers.

3.44 Overcrowding is undoubtedly prevalent on certain trains and certain sections where rail travel is more convenient than road. This type of overcrowding is very difficult to deal with.

3.45 During the 6th Plan Period, Railways decided that in all the Superfast trains where earlier only reserved accommodation was being provided, there should be a minimum of two Second Class unreserved coaches to help these passengers travelling without reservation at the last minute. This has been implemented in almost all the trains.

3.46 Keeping in view the rapid industrialisation and all round development in the various sectors of national economy, the Railways have to meet the challenge of carrying a much larger volume of goods traffic in future. For the VIIth Five Year Plan, therefore, the Railways have adopted a policy of deliberate restraint in respect of introduction of new trains. At the same time it is proposed to meet the increasing traffic demands through rationalisation of the present services and augmenting the loads and increasing the frequency of long distance trains. Possibilities of augmenting the loads of long distance trains, particularly on the electrified routes, to 25 coaches

per train are also being explored. Besides, Coaching Cabinets are being set up in all Zonal Headquarters to exercise computerised control on the available coaching stock and ensure its better utilisation.

3.47 It has further been stated that in view of constraints of availability of resources like locomotives, coaches sectional capacity and terminal facilities etc., the Railways could not introduce long distance and medium distance services to the extent required. The Railways have, therefore, resorted to a greater degree of rationalisation and integration of the existing services to cope with the increase in long distance traffic. In addition to introduction of additional services, Railways have also augmented the loads of trains to 20/21 coaches wherever feasible. Recently, the load of Prayag Raj Express has been augmented to 24 coaches on experimental basis. With the completion of electrification of the routes linking Delhi with Calcutta, Bombay and Madras and Bombay-Calcutta and with the setting up of Kapurthala coach factory, it is proposed to increase the load of existing services on these routes also. With this end in view, plans are also in hand to develop additional terminal facilities at Bombay, Calcutta and Delhi.

3.48 The Committee observed from Para 1.7 on page 15 of the Advance Report of the Comptroller and Auditor General of India for the year 1980-81 Union Government (Railways) that the utilisation of the rail coach during the cycle of 24 hours was as under:

	Hours/ minutes	Per cent
1. Run time in train	8.5*	37
2. Terminal lie over at both ends	8.40**	36
3. POH, sick, idling and spare	6.30***	27

It would be observed from the above that the passenger coaches have long terminal lie over which accounts for 37 per cent of the total time spent by a coach in a cycle of 24 hours and the run time of the coach is very limited. During examination of the above issue by the Public Accounts Committee, the Ministry of Railways had promised to reduce the terminal lie overs and introduce innovations to maximise the use of coaches. It is unfortunate that precious little has been done in this regard.

3.49 The Committee observed from paragraph 1.5 of the Advance Report of Comptroller and Auditor General of India for the year 1980-81, Union Government (Railways), reproduced below that the extent of

ineffective coaches, i.e., coaches remaining under repairs, periodical overhaul etc., is much more higher than the norms prescribed:—

"The assessment of requirement of coaches made by the Railway Board takes into account the usage norms (vehicle km per vehicle day) achieved in recent years. Allowance is also made for ineffectives, to cover coaches under repair, periodical overhaul (POH), detention at destination stations, etc. at 14 per cent of the coaching stock and an additional 12.5 per cent as spares (for special trains or as stand by to coaches in the rakes, etc.). A review in audit of the position regardig ineffectives showed following :

As against the target norm for ineffectives viz. 14 per cent, the actuals (as per statistical records compiled by the Railways) for all passenger coaches (BG) were as under :—

Year	POH in Work-shops	Non-POH repairs in work-shops	Sickline, etc.	Stabled in yards	Total
1974-75	8.42	2.86	2.97	1.73	15.98
1976-77	7.16	2.45	2.53	0.60	12.74
1979-80	7.41	3.06	2.74	0.69	13.90
1980-81	6.89	2.98	3.64	0.97	14.48

It may be seen that the extent of ineffectives has gone up in recent years. Further the above data do not include the coaches remaining under repair for less than 24 hours. A census taken by the Railway Administrations in March 1981 (with reference to the position of all passenger coaches including coaches found defective at the departure coaches under repairs was much higher than that shown above, being between 19.9 and 22.5 per cent. It was particularly heavy in respect of AC (all types 22.8 to 32.6 per cent), First class (23.9 per cent), Second Class general (20.5 per cent), Second class two tier (22.2 per cent) and SLR coaches (19.5 per-cent). It was only in the case of Second Class three tier coaches that the ineffectives were 13.9 per cent. Thus, the coaches remained idle for longer period than what was shown in the statistical records and consequently, the percentage of actual ineffectives was much more than the prescribed target norm of 14 per cent. Correspondingly, the availability of spare coaches (target norm 12.5 per cent) also got reduced affecting their availability for traffic."

3.50 On the extent of overcrowding in trains, the Ministry gave information on the percentage of occupation in Second Class unreserved

compartments on certain selected trains (about 100) on important trunk routes as per the latest census. The Statement has indicated that over-crowding was over 150% in as many as 62 trains and in quite a few of them it exceeded ever 200%.

3.51 The Committee do not consider that the measures so far taken by Railways have had any appreciable impact on containing the overcrowding in almost all the trains. On the contrary, the situation has further aggravated over the years due to tremendous increase in population and rapid rise in the standard of living and travel habits of the people. One plausible solution which comes to the Committee's mind is that the frequencies of both the long distance and short distance trains alongwith the number of compartments therein should be increased upwards.

3.51A The Committee also recommend that during peak seasons, as far as possible the special trains should cater exclusively to IInd class passengers instead of catering to higher class passengers also.

3.52 The Committee observe that the period of terminal lie over of the passenger coaches which accounts for 37 per cent of the total time of a coach in a cycle of 24 hours, has been very much on the high side. Immediate steps are necessary to reduce the terminal lie over to maximise the use of passenger coaches to release large number of coaches for carrying additional passengers. The Committee recommend that the Ministry of Railways should explore the possibilities of maximising the use of passenger coaches to relieve overcrowding.

3.53 The Committee observe that against the norms of 14 per cent prescribed for coaches remaining under repairs the actual percentage of coaches remaining ineffective due to repairs, etc. is very much on the high side. The Committee emphasize the need for streamlining the procedures to ensure that the percentage of ineffective coaches is not allowed to exceed the norm prescribed.

C. *Ticketless Travelling*

3.54 In a note submitted to the Committee, the Ministry has stated that on an average, Indian Railways carry over 10 million passengers daily. This indicates the magnitude of the effort required to effectively meet the challenge of ticketless travel, particularly in those sensitive areas where the law and order situation is bad. During the past few years, ticket checking ctivities on the Railways have been intensified. This has resulted in increase in the number of checks conducted as well as the number of cases detected

and amount of Railway dues realised, as will be seen from the following statistics of the last five years :

	1981-82	1982-83	1983-84	1984-85	1985-86
					(Figures in Lakhs)
1. No. of checks conducted	1.66	1.86 (12.5)	2.30 (23.5)	2.64 (14.8)	3.29 (24.06)
2. No. of persons detected travelling without ticket or with improper tickets. .	30.23	34.07 (12.7)	39.12 (14.8)	43.70 (11.7)	50.49 (15.5)
3. Amount of Railway dues realised (In Rupees)	531.68	608.38 (14.4)	753.78 (23.9)	884.35 ((17.3)	1080.11 (22.1)

(Figures in brackets indicate the percentage improvement over the corresponding year).

3.55 In addition to the normal checks, following special type of checks are also conducted against ticketless travel :

(1) Special massive checks against ticketless travel are conducted by mobilising a large force of ticket checking staff, Railway Protection Force, Government Railway Police and local police personnel accompanied by Railway Magistrates under the supervision of Senior Railway Officers.

(2) Joint drives against ticketless travel are undertaken in coordination with the State Governments.

(3) Incognito checks by travelling ticket examiners in plain clothes.

(4) Frequent concentrated surprise checks, especially by moving the checking parties accompanied by Railway Protection Force/ Police and Railway Magistrates, by road transport.

(5) Replacement checks are conducted by the Headquarters and Divisional ticket checking squads in order to assess the effectiveness of the normal ticket checking staff assigned to a particular area.

(6) The ticket checking staff of one Railway system are deployed for ticket checking on another system.

(7) Preventive checks are also conducted by Vigilance Organisation.

3.56 Since March, 1981, special drives are being conducted on all Indian Railways simultaneously by mobilising the entire ticket checking

staff accompanied by personnel of RPF/GRP and Civil Police and also Railway Magistrates. The duration of such drives is 96 hours and their periodicity is once in 2 months.

3.57 A review of the volume of detection of ticketless travel by special squads has revealed that on an average, 16 cases were detected per raid and about Rs. 150/- collected. Asked whether the Ministry was satisfied with the performance of ticket checking staff keeping in view that the average number of persons detected travelling without ticket or with improper tickets in each check was 16 only and the amount realised (including penalty) was only Rs. 21.30 per passenger, the Ministry in a note has stated that the existing ticket checking staff broadly falls into three categories i.e.,

(i) The striking force who are actively engaged in ticket checking work;

(ii) The TTEs manning the sleeper and other coaches on trains and whose major job content is to guide the bona-fide passengers and to look after their comforts and conveniences; and

(iii) Ticket Collectors posted at stations to man the exit/entry gates.

The productivity of the first category of staff, which comprises the striking force, is really important. For this staff stringent financial targets are fixed and their performance is evaluated regularly and the staff who are not able to achieve the targets over a period of time are replaced by more competent staff.

3.58 The Committee have been informed during evidence that :

"But, the striking force may even have dwindled because we are putting more and more new trains and more and more TTEs are being withdrawn from the striking force to provide passenger amenities. Virtually with the same or depleted striking force, the number of cases detected has gone up and infact doubled in these years."

3.59 It has been further stated :—

"We are perfectly aware of the fact that ticketless travel is a menace which is there and it has to be tackled."

3.60 The Committee have been further informed that judging the performance of the Ticket Checking Organisation in purely statistical terms (in terms of the number of raids conducted and the amount realised) will not be correct.... The indirect effect which is created by the Ticket Checking Organisation, though unquantifiable, is equally important. In view of this, the performance of Ticket Checking Organisation is considered to be satisfactory.

3.61 In reply to a question during evidence, the representative of the Ministry has stated "The amount we have spent on staff who are exclusively engaged for ticket checking would come approximately to 15 crores annually against an earning of approximately Rs. 17.29 crores."

3.62 Enquired whether a cost study on the effectiveness of ticketless checking *vis-a-vis* the expenditure incurred on the ticket checking staff was ever conducted, the Ministry in a note has stated that no cost study regarding effectiveness of the ticket checking organisation *vis-a-vis* the expenditure incurred on the ticket checking staff has been conducted so far. The difficulty in undertaking such a study is that the productivity of ticket checking organisation cannot be directly measured.

3.63 The Committee note that the volume of detection by special squads has been to the extent of hardly 16 cases and the amount realised on account thereof is Rs. 150/- per raid which fails to meet even their establishment cost, without taking other overheads into account. This is only indicative of the fact the ticket checking staff, including special squads have failed to make any impact worth mentioning to curb ticketless travelling. Even the special drives conducted for the purpose have had little or no impact on the situation. The Committee do not consider it necessary to point out that ticketless personnel on platforms and in trains also create several social and security problems, and also serve as a drain on the maintenance of amenities created for the use of bonafide railway users. The Committee strongly feel that the ticket checking staff and the special squads lack positive motivation for faithful performance of their duties and would expect the Ministry to initiate concrete steps immediately to improve the situation.

CHAPTER IV

DRINKING WATER & CLEANLINESS

A. Drinking Water facilities at Stations

4.1 The availability of drinking water has been recognised by the Railways as one of the basic passenger amenities. The extent of deficiencies in drinking water facility as on 31-3-1987 at regular and flag stations is indicated as 2665 hand pumps, 6819 taps and 150 water huts. In reply to a question, the Committee have been informed that a special campaign will be instituted to make good these deficiencies on a time bound programme, depending on the availability of resources and that according to the present indications, it should be possible to wipe out the deficiencies within the next 2 to 3 years, i.e. by 30-3-1991 latest.

4.2 The Committee have been informed that 2 works relating to water supply at stations and working arrangements were approved but not executed so far for want of funds and proposals for 1988-89 were under examination.

4.3 The Committee note the deficiencies in drinking water facility as on 31-3-1987 at regular and flag stations. They, however, feel happy to be informed that a special campaign would be launched to make good these deficiencies in a time bound programme, depending upon the availability of resources. The Committee do not think that the cost of these works would be so high so as to depend upon the availability of resources so for execution of these works. The Committee, therefore, would like the Ministry to ensure that adequate drinking water facility as per set norms is made available at all stations at least by 31-3-1991, as scheduled.

B. Drinking Water Facilities in Coaches

4.4 The Committee have been informed that previously water containers were provided to the attendants in first class compartments. Now this practice has been stopped. Asked to explain the reasons for this, the representative of the Ministry has stated during evidence :

> "The railways have a practice that it is the catering people who provide water when the food is served. Earlier, in first class, containers were provided. But now in summer months we engage 1000 to 1,200 men to supply water in the running train. This practice is still continuing."

4.5 Asked whether they were satisfied with this arrangement, the representative of the Ministry has replied in negative saying "we are not satisfied."

4.6 Explaining the steps taken by the Railway Administration in that direction, the representative of the Ministry has added that they have got an organisation on drinking water and are trying to improve that organisation.

4.7 The Committee, are aware that whereas drinking water facility is available in all A.C. coaches, it is not available in the First Class and IInd Class sleeper coaches. Considering the fact that drinking water facility exists in practically all big stations, the Committee feel that the Railways will have to establish a system for storage of water in pantry cars especially in all long distance trains for supply to the passengers in these coaches through water bearers at regular intervals.

C. Sanitation at Stations

4.8 The provision of improved type latrines (flush type latrines where piped water supply is available or aqua privy type or bore-hole type where water supply is not available) is important basic passenger amenity. Asked to state the number of stations which have been provided with latrine facilities and out of them which are having dry type latrines, the Ministry in a written reply has stated that out of total number of 6844 regular and flag Stations, 6,835 stations had been provided with latrine facilities. 9 stations out of 690 stations in SE Railway do not have this facility. In the case of passenger halts numbering 1388, latrines are not generally provided, as these are not regarded as a basic amenity for such halts. 1413 stations are still having dry type latrines. 1377 dry type latrines have been converted into improved type during last 5 years.

4.9 Cleanliness at small stations is looked after by the Station Master. However, at large stations, Sanitary Inspedtors are responsible for cleanliness. For this purpose, a number of safaiwalas under the Sanitary Inspectors are placed.

4.10 Explaining the difficulties being faced in maintaining latrines, it has been stated that problems are faced at many stations in maintaining latrines and urinals in proper manner, due to the prevailing social environments. Moreover, all the stations are not provided with safaiwalas for cleaning of latrines and urinals and in many cases 2 to 3 small stations are looked after by one safaiwala.

4.11 In a memorandum received by the Committee it has been stated that the rail tracks inside the station along the platforms and in between

the platforms are alw ays found to be dirty with foul smell and filthy materials lying including the night soil etc. Asked whether the railways have provided staff for regular w ater cleani ng and sweeping of the rail tracks, the Ministry in a note has stated that water su pply is not available at all stations for the purpose of cleanliness of tracks. This arrangement is available only at major stations like Delhi, Bombay, Madras, Divisional Headquarters like Allahabad, Lucknow etc. and a few of the important stations dealing with heavy volume of passenger traffic. Cleaning of the track immediately after a train leaves the station is not possible especially during the morning and evening hours due to bunching of trains and as such, the cleaning of the track is done when the platforms are relatively free and not occupied by trains.

4.12 The Committee regret to note that out of a total number of 6844 stations, 1413 stations i.e. about 21% of the stations are still having dry type latrines, that only 1377 dry type latrines have been converted into improved type during the last 5 years and that 9 stations do not have latrine facility at all. They recommend that the works relating to the conversion of all dry type latrines into improved type should be taken up on priorty basis so as to ensure that improved latrines are available at all the stations before the end of the Seventh Plan.

4.13 The Committee have been informed of the problems being faced at many stations in maintaining latrines and urinals due to prevailing social environments. The Committee suggest that this problem can be solved to a great extent if the Railway ticket checking staff and protection force are vigilant and regulate the entry in the station areas, premitting only bonafide railway users. Lack of control on use of Railway facilities by non-bonafide rail users is a matter for Railway administration to deal within its jurisdiction.

4.14 The Committee regret to note the inordinate delays in cleaning of tracks result in foul smell and shabby look. It has been seen that even in several big stations like Delhi, where there is no shortage of water cleaning is not done regularly with the result that it becomes difficult for the passengers to stand and wait for the arrival of train. The committee is of the strong view that unless the Railways ensure proper administrative supervision and control, there can be no solution to this problem. The Committee recommend that the sanitary inspectors/station masters may be made responsible for any lapse on this account.

D. Sanitation in trains

4.15 It has been stated in a memorandum submitted to the Committee,

"Cleanliness is far from what is desired. Toilets of the trains and waiting halls are examples. Misuse and inadequacy of the

facility are largely responsible for filthy toilets both in trains and waiting halls."

4.16 It has further been stated in the Memorandum :

"In passenger trains and less important express trains supply of water in toilets is very much insufficient.....Bogies are also not properly cleaned with enough water."

4.17 It has been stated in another memorandum received by the Committee :

"At present it is noted th... small urchins are cleaning the compartment and take alms from passengers. Train's staff also do not prevent them. This is highly deplorable."

4.18 Commenting upon the above views, the Ministry of Railways had stated that the Railway Administration is aware of the nuisance caused by urchins who enter the train compartments on certain sections of the railways. It is a part of the duty of the railway staff manning the trains/coaches to prevent entry of unauthorised persons including vendors, hawkers, shoe-shine boys and beggars etc. Regular checks by the Railway officers and supervisory staff are exercised to ensure that this is done. It may be mentioned that the train staff have to attend to manifold duties like guiding passengers to find their allotted seats/berths, supplying bedrolls, attending to passengers conveniences and complaints, etc. It is when they are busy in these items of work that urchins, hawkers etc. sneakingly find their entry, only to be removed at the earliest point of detection.

4.19 The Committee presume that Railways accept its obligation to keep the coaches and specially the bathrooms neat and clean. It has been experienced that even after making a complaint, no sweeper turns up to clean the bathrooms. The Committee, therefore, recommend that the importance of cleaning and maintaining of the bathrooms in coaches be stressed upon the responsible railway officers travelling in the train and the sweepers supplied with adequate quantity of disinfectants and cleaning agents for the purpose of cleaning. The Committee recommend that the quality of maintenance of trains ought to be a matter to be looked into in respect of each long distance train at least in one intermediary big station, wherein the officials in charge must inspect, record their findings and get the cleaning done before the train is allowed to proceed. It is also suggested that mobile train cleaning staff should travel in all long distance trains.

4.20 The Committee note that the Railway Administration is aware of the nuisance caused by urchins etc. but are surprised to see that no strict

measures have been taken to apprehend them. The Committee are not convinced with the statement that urchins etc. 'sneakingly find their entry, only to be removed at the earliest point of detection'. On the other hand, the actual position is that either they enter the compartments in the absence of disapproval or with the connivance of the staff concerned. The Committee cannot rule out possibilities of theft. through such elements. Further, the Committee note that Railway staff allow coaches to be cleaned by urchins, instead of doing it themselves. In such circumstances, the Committee feel that it is all the more necessary that surprise checks are conducted at regular intervals and not only the urchins be punished but action taken against the staff responsible, as permission for such unauthorised entries also creates security problem to the passengers.

E. Cleanliness competition

4.21 The Ministry has intimated to the Committee that cleanliness competitions are held every year and awards given and that in the years 1985 and 1986, such awards were given to the following extent :

	Number of stations awarded in	
	1985	1986
Central Railway	18	29
Eastern Railway	2	2
Northern Railway	2	No competition
North Eastern Railway	1	1
North east Frontier Railway	No competition.	No. competition
Southern Railway	26	21
South Central Railway	23	30
South Eastern Railway	Details not available	Details not available
Western Railway	1	1

4.22 The Committee consider the regular conduct of cleanliness competition as an important incentive for maintenance of stations. However it seems to the Committee that the system has not been established on a proper footing in various Railways, because in certain Railways, the competition seems to be conducted on a large scale while in others not much or hardly any attention at all is paid to such activities. The Committee recommend that the Ministry should motivate the staff for participation in cleanliness competition by providing appropriate incentives. The Committee also recommend that feasibility of conducting such competitions on all India level may also be considered. The Committee further recommend that feasibility of conducting cleanliness competition for loag distance trains may be explored, so that an awereness is created on proper maintenance of trains as well.

CHAPTER V

MAINTENANCE OF PASSENGER AMENITIES

Maintenance of amenities in coaches

5.1 Asked whether the trains are checked by checking inspection staff thoroughly for all the defects and amenities to passengers at the yard itself before the empty train enters the platform at the starting station, the Ministry in a note furnished to the Committee has stated that passenger amenities are maintained as per the uniform maintenance procedures which involve:

(i) Inspection of incoming rakes for deficient passenger amenity fittings and safety examination.

(ii) Exterior and interior washing of coaches.

(iii) Disinfection and deodorising of lavatories.

(iv) Replenishment of water, etc. etc.

5.2 The incoming passenger amenity deficiencies are recorded for individual coaches and for the entire rake and entered in Deficiency Rolling Stock Cards, which are inspected regularly by senior supervisors and periodically by the officers concerned, and necessary action taken. However, due to vandalism, theft and pilferage, the deficiencies sometimes outstrip the availability of spares and the coaches have, unfortunately, to run temporarily in the same condition.

5.3 The Committee have been informed that Railways also provide mobile cleaning gangs on selected long distance trains during the day, supplemented by cleaning gangs at important junctions enroute.

5.4 Asked whether the system of providing Train Superintendent has been extended to all Indian Railways. the Ministry in a note furnished to the Committee has stated that the system of providing Train Superintendents on important long distance trains which was originally prevalent on the Western Railway has since been extended to other Zonal Railways also as per the following data :—

Railway	*Train*
Central	59/60 Geethanjali Express
Eastern	101/102 Rajdhani Express
	173/174 Himgiri Express
	57/58 Kanchanjunga Express

Railway	*Train*
Northern	155/156 Tinsukia Mail
	921/922 N.E. Express
North Eastern	153/154 Vaishali Express
Southern	15/16 Grand Trunk Express
	121/122 Tamil Nadu Express
	125/126 Kerala Express
	127/128 Karnataka Express
	131/132 Mangla Express
South Central	123/124 Andhra Pradesh Express
	19/20 Konark Express
	101/102 Minar Express
	929/930 Cochin-Hyderabad (Weekly) Exp.
	931/932 Hyderabad-Ahmedabad (Weekly) Express
South Eastern	141/42 Coromonda Express
Western	151/152 Rajdhani Express

Maintenance of amenities at stations

5.5 As regards maintenance of facilities/amenities at stations, the Ministry has stated that these are periodically reviewed by the authorities concerned and, for this purpose, periodic inspection tours are also being undertaken by the concerned officers/staff for ensuring their proper up-keep. These inspections usually cover a number of items, including maintenance of passenger amenities. A total of 1,848 inspections were carried out during the last 6 months by the Senior Officers of different levels, as a result of which, 81 staff were punished, including Station Master/Superintendents.

Complaints

5.6 The Committee, during evidence, suggested that at least in the long distance trains where passenger has to travel for nights and days together an officer in every train should be exclusively responsible for passenger amenties in the train. The representative of the Ministry has stated:

> "On some trains we do have the Train Superintendent; but just putting an officer on the train will not ensure the smooth attending to all the grievaces. The back-up organisation or the maintenance organisation which maintains coaches at the starting station have to ensure that these coaches are fit and are without any defects. If at all there is any defect at the starting point, the man on the train will not be able to do anything."

5.7 Asked whether there is any one person overall incharge and responsible for ensuring various amenities in the train, the Ministry has stated that depending on the train service, either the Train Superintendent or the TTE/Coach Attendant/Carriage Staff are responsible for ensuring the completeness of the various amenities and that, on receipt of a complaint, all efforts are made by the above staff to have these deficiencies rectified either on run at major junctions or at the terminals.

5.8 Asked whether any action was taken against any functionary for poor maintenance of facilities in trains, the Ministry has stated that on receipt of public complaints recorded in the complaint books or otherwise by letters, individual complaints are investigated and action is taken against staff concerned, where found responsible. To facilitate recording of public grievances, Complaint Books are provided at nominated stations as well as with the Guard. These services are provided for all trains. When complaints are received, these are attended to either by the accompanying train staff, where provided, or by the stationary staff provided at nominated stations.

5.9 It has been further stated that the Railways attach utmost importance to public grievances and their redressal. Complaints received, either oral or written from the public are attended promptly. On the spot redressal is arranged where feasible and in respect of other complaints where immediate redressal is not possible, acknowledgements are sent and investigations carried out later to take redressal measures within a stipulated period of time.

5.10 The following targets have been laid down for disposal of public grievances:—

(a) At the Divisional level	— One week
(b) At the Zonal level	— 15 days
(c) At the Ministry level	— One month

5.11 Instructions exist that at the railway stations, the Station Superintendants/Station Masters must redress the grievances on-the-spot to the extent feasible. To handle the complaints effectively, it is also ensured that staff at most of the stations deputed to man the public grievances booths have been fully trained in relevant commercial matters and in dealing with the public.

Theft/Pilferages of Electrical & Mechanical Fittings

5.12 One of the reasons for the deterioration in the amenities provided at the stations and in the trains is reported to be the high incidence of pilferages of electrical and mechanical fittings. Asked whether for every case of theft or pilferage of electrical and mechanical fittings, the railway authorities file cases with railway police and the number of such cases, the Ministry in a note

furnished to the Committee stated that all the cases of thefts/pilferages of Electrical and Mechanical fittings are invariably reported to the Railway Police for necessary action but, in practice, these cases are seldom registered and investigated by them on the grounds of jurisdiction, though, such cases are being registered and enquired into by the Railway Protection Force. As regards data on value of materials stolen during the last two years, the information has been furnished as under:—

Year	No. of cases	Value of property		Arrest made
		Stolen	Recovered	
Electrical Fittings				
1985-86 .	46,398	45,29,884	1,05,908	551
1986-87	45,132	57,43,103	1,18,258	474
Mechanical Fittings				
1985-86	8,550	42,73,645	4,71,792	1,104
1986-87	8,521	49,14,505	6,13,540	1,050
Grand Total				
1985-86 .	55,948	88,03,529	5,77,700	1,655
1986-87	48,653	1,06,57,608	7,31,798	1,524

5.13 The Committee note that due to vandalism, theft and pilferage, the deficiencies are caused in the coaches which sometimes outstrip the availability of spares. The coaches, therefore, unfortunately, have to run temporarily in the same condition. In passenger trains, particularly, lights and fans remain out of order most of the time and coaches are also not properly cleaned and maintained. These maintenance deficiencies can be attributed to failure of checking on the spot by senior officials at the starting point. The Committee feel that the amenities/facilities provided are not being properly maintained because of the shirking of duty by concerned railway staff and poor supervision. As admitted during evidence, the maintenance organisation should ensure at the starting point itself that all the coaches are fit and are without defects. On-the-spot remedial action may go a long way in improving the standard of maintenance of amenities/facilities. To oversee the maintenance work on trains before they are brought to platform, the Committee recommend that a system of surprise check of trains, after they are brought to platforms by officers of the level of divisional status, be introduced and performance of such checks specifically reported to the Zonal officers through prescribed periodical reports.

5.14 The Committee note that over the years, the system of providing Train Superintendent has been extended to a few additional trains. However

the observations of the Ministry on the utility of services of Train Superintendent are not encouraging. The Committee recommend that the utility of services of Train Superintendent may be reviewed and if considered essential, the system may be placed on a proper footing for all important trains.

5.15 The Committee appreciate the time schedule laid down for disposal of public grievances and hope that these are strictly adhered to. The Committee also appreciate improvement in language used in reply to the complaints but regret to find that desired action is not taken in all such cases though it has been claimed during evidence that complaint system "has been revamped very largely and we have made senior officers responsible in the division". The Committee urge that with the improvement of language, there should be improvement in the desired amenity/facility specially for which complaint has been made.

5.16 The Committee note that the cases of thefts/pilferages, though reported to Railway Police, are seldom registered and investigated by them on grounds of jurisdiction and they are enquired into by Railway Protection Force. The Committee fail to understand the purpose of reporting the cases to Railway Police when they are not investigated by them The Committee suggest that the matter should be taken up at the highest level and a way should be found where 'jurisdiction' does not come in the way of timely investigation of such cases by Railway Police. The Committee also recommend that the staff travelling on the train on duty should be made responsible for reporting theft cases to the police authorities.

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CHAPTER VI

RETIRING ROOMS

6.1 The Committee have been informed that by 1978, the Railways had provided retiring rooms at 254 Stations and by 1986, the availability of retiring rooms has increased to the following extent:—

(i) Number of Stations at which *only Retiring rooms* have been provided	221
(ii) Number of stations at which *only Dormitory* type of retiring rooms have been provided	24
(iii) Number of stations at which *both Retiring rooms and Dormitories* have been provided	134

Air conditioned retiring rooms were available at 47 Stations as on 31st March, 1986 as against 20 Stations as on 31st March, 1976.

6.2 Asked about the plan of the Railways for providing dormitory type of retiring rooms at other stations, the Ministry of Railways has informed the Committee that the Railways planned to provide such accommodation at 18 places. In addition, Government has taken steps to set up Rail Yatri Niwas at New Delhi and Howrah Stations and these Rail Yatri Niwases are being constructed basically as an extension of retiring room facilities available at the stations.

6.3 The Ministry in a note furnished to the Committee has stated that the Estimates Committee's (1977-78) recommendation regarding levying of charges on 12 hourly basis was introduced on the Northern Railway on experimental basis at Delhi/New Delhi Stations in 1985-86 as the turnover of the passengers wanting use of retiring rooms is high. Based on the experience gained the system has been extended in July 1987 to a few more stations of Northern Railway, and other Zonal Railways have been asked to locate other stations where the demand is high to introduce the system.

6.4 Asked about the normal charges for dormitory type of accommodation as compared to charges for retiring rooms at important stations, the Ministry of Railways has informed the Committee as under:

	Maximum Charges		Minimum Charges		Remarks
	A.C.	Non A.C.	A.C.	Non A.C.	
Double Bed Retiring Rooms	Rs. 250	Rs. 100	Rs. 90	Rs. 30	for 24 hours or part thereof
Single Bed Retiring Rooms	Rs. 75	Rs. 50	Rs. 60	Rs. 22	
Dormitory (One bed)	Rs. 30		Rs. 3.50		

6.5 The Committee note that as against 254 stations where retiring rooms were available, over a period of 10 years the availability has been increased to 355 stations and in addition dormitory type of retiring rooms have been provided at 24 places. Taking into consideration the fact that the flow of traffic during the last 10 years has enoromously increased, the Committee feel that adequate progress has not been made in providing retiring room facilities to the travelling public. Railways being the back bone of country's transport infrastructure, the Committee are of the view that special drive is called for to substantially increase the number of retiring rooms and dormitory type of accommodation at more stations because such accommodation could not only be an amenity but also serve as a good revenue earning proposition for Railways. It can also render great relief to the travelling public from the necessity to run about to nearby lodges wherein the charges are exorbitant as compared to reasonable charges which the Railways would be charging.

6.6 The Committee have received complaints that preference for use of the accommodation available in the retiring rooms is given to the Railway Officers on touring duty as a result of which the retiring rooms are not easily available for the travelling public. The Committee urge that the availability of retiring rooms facilities to the Railway Officers travelling on duty should be withdrawn and they be accommodated in separate rest houses or guest houses provided for the purpose. If, however, they are allowed to occupy the accommodation, such occupation should be on the same terms at which the public is allowed to occupy the retiring rooms i.e. on payment of the full regular charges.

CHAPTER VII

CATERING FACILITIES

Introductory

7.1 The Committee have been informed that Catering facilities are available at 2987 stations and on 89 pairs of trains. Out of this, at 72 stations and on 60 pairs of trains catering service is managed departmentally. At 45 stations, the service is partly provided by the railways and partly by the contractors and at the remaining 2870 stations and 29 pairs of trains, the service is provided by licensed contractors. At some road-side stations having very meagre passenger traffic, and train stoppages of only one or two minutes, stalls are not considered viable and hence not provided.

7.2 There is no separate catering department in the Railways. The Commercial officers, in addition to their other responsibilities, looked after departmental catering as well as supervised the work of licensed catering vending contractors on the Railways. In reply to a question whether necessity for a separate catering Department has been examined, the Ministry stated that it has been recently decided to create a specialised cadre of officers exclusively incharge of catering in the Headquarters, and in the Divisions and for this purpose, requisite additional posts are being created and separate rules of recruitment are being framed.

7.3 The Ministry has stated that number of stalls, trolleys etc. at stations is increased or decreased from time to time on the basis of passenger needs. At present, the platforms of some stations are so congested due to stalls etc. that free flow of passengers gets effected. The Ministry, therefore, has banned allotment of new stalls at all suburban stations of Bombay, Delhi, Madras and Calcutta and at 185 other identified stations.

7.4 There are 470 junction stations on Indian Railways and 706 Mail/Express trains. Asked whether catering facilities at all junction stations and pantry car service on all Mail/Express trains have been provided, the Ministry has stated that Catering/Vending facilities have been provided at all important stations. There is no proposal or policy with Government to provide Pantry Car service on all Mail/Express trains, as the number of Pantry Cars is limited and attaching of a Pantry Car also meant reduction of a passenger coach on the train.

7.5 Asked about the trains and stations where the private contractors have been replaced by the departmental catering during the last five years,

the Ministry in a note has stated that during the last five years, contract catering has been replaced by departmental catering at 5 stations, namely, Raxaul, Darjeeling, Lucknow (M.G.), Durgapur and Malda. During this same period, no contractor run pantry car has been departmentalised, but new departmental pantry cars service has been introduced on 11 pairs of trains.

7.6 Enquired about the steps taken by Railway Ministry to ensure catering by authorised personnel only, the Ministry in a note furnished to the Committee has stated, that unauthorised hawking is an offence under Indian Railways, Act. In order to curb the menace of hawking/vending by unauthorised persons at stations and in trains, regular joint drives are being conducted by the Commercial Officers, RPF and GRP. During past six months, i.e. from 1-1-87 to 30-6-87, 22,424 hawkers were arrested, Rs. 3.83 lakh was realised as fines from them, and 2393 persons were sent to jail.

7.7 In reply to a question, it has been stated that the Railways maintained unitwise profit and loss accounts—both for static and mobile units. The sales turnover in departmental catering was of the order of Rs. 45.16 crores in 1985-86 based on the financial results of 1985-86, 117 catering units showed profit and 64 functioned at a loss and taking all departmental units together, Indian Railways made a small profit in 1985-86.

7.8 Asked whether the Railways were earning as much profit as the private contractors after take over, the representative of the Ministry has replied during evidence: –

> "I do not think that there is any particular case in this respect. We are making some marginal profit. Our turn-over is of the order of Rs. 50 crores. There is a deliberate policy of not making any profit from this business. The element of profit should not exceed more than 1% or so."

7.9 Explaining the steps taken to make the catering unit self-supporting and better serving, the Ministry has stated that the steps taken for reducing the losses include re-deployment of staff to reduce overhead cost, intensive drive to boost sales, revision of price of al-a-carte items by the Zonal Railways etc. The Ministry also added that it is very difficult to eliminate losses altogether from certain individual departmental units, particularly mobile units, as certain fixed overhead costs have to be incurred, though the sale potential is quite low.

7.10 Enquired whether a critical evaluation or breakage of crockery and cutlery items was conducted in the various zonal railways at any time in the recent past. The Ministry in reply has stated that loss/breakage of crockery and cutlery in each unit is found out at the time of periodical stock

verification by Catering Inspectors/Accounts Inspectors. The Railways have laid down their own procedures for fixing staff responsibility and recovery of cost from the staff, and for writing off the broken/missing items of crockery and cutlery by the competent authority. No critical evaluation of the breakages has been conducted.

Modernisation of Base Kitchens

7.11 During the last two years, 1985-86 and 1986-87 a drive has been launched by Railways for modernisation of base kitchens/refreshment room and for this purpose additional funds to the extent of Rs. 1.03 crores were provided during 1985-86, and Rs. 2.33 crores during 1986-87. 35 base kitchens/refreshment room kitchens have been modernised and improved. Modernisation of 5 more base kitchens is expected to be completed by December, 1987. Plan for modernisation of more base kitchens/refreshment room kitchens are being taken up during 1988-89.

7.12 Asked whether Government proposes to install mechanical dish washing machine at all modernised kitchens for washing cups and plates, the Ministry in a note has stated that no specific instructions have been issued to the Zonal Railways for use of only dish washing machines for washing cups and saucers. Recently a decision has been taken to introduce disposable cups for service of tea/coffee on trains so that there is no need for washing on the trains. The feasibility of introducing compact machines specially suited to Railways requirements for washing utensils and crockery is also being studied.

7.13 Asked about the arrangements made for quality control in respect of both departmental catering and private contractors, the Ministry in a note furnished to the Committee has stated that some of the steps taken to ensure good quality of food and service to passengers, include introduction of casserole service, modernisation of base kitchens, use of standard raw materials, training of staff, intensive inspection of both departmental and contractor units by officers and inspectors of Commercial and Medical department, suitable action against defaulting staff/contractor, etc.

7.14 The Ministry has furnished the following figures regarding the number of private contractors against whom action has been taken during the last three years for sale of bad quality stuff.

	1985	1986	1987 (7 months) (upto July)
(i) No. of contractors ned . .	1587	1897	962
(ii) No. of contractors warned	984	1298	856
(iii) No. of contractors terminated . .	23	59	48

Quality & Service

7.15 The Committee enquired whether according to assessment of the Railways, the quality of tea/coffee, served to passengers departmentally or by private contractors at stations and specially in trains has really improved. The Ministry in reply stated that the feed back received from customers and from various Zonal Railways indicated that there is an improvement in the quality of tea/coffee being served to passengers.

7.16 Asked specifically whether same quality of tea/coffee and crockery is served to passengers which is served to inspecting and surprise checking staff of the Medical and Commercial Departments of the Railways or to the Railway Officers travelling in trains, the Ministry replied in affirmative and added that by and large, good quality of tea/coffee in proper cups are served to the passengers and that, whenever cases of poor quality of tea/coffee and use of broken cups and saucers is noticed, action is taken against the staff/contractor.

7.17 The Ministry has also stated that several steps have been taken to improve the quality of tea and coffee. These include;

(i) use of good quality tea and coffee of reputed brands.

(ii) improvement in quality of cups, saucers and thermos flasks;

(iii) intensive inspections of departmental as well as contractor units by the officers and supervisors and punitive action for supply of sub-standard tea/coffee.

(iv) On selected trains/stations boiling water in clean thermos flask alongwith tea bags and sugar and milk separately are being served, so that passengers can make tea/coffee as per their choice.

Quality of Food

7.18 In order to bring about improvement in the quality of catering service in the Indian Railways, service of meals in disposable aluminium casseroles has been introduced on some of mail/express trains. The food, cooked in base kitchens under hygienic conditions is kept in hot cases in pantry/dining cars.

7.19 Out of 89 pairs of trains having Pantry car service, casserole meals are being served on 38 pairs of trains. In addition, casserole meals are also being served from selected base kitchens to 59 trains not having pantry cars. Opinion poll has revealed that an over whelming majority of passenger has welcomed the new service.

7.20 The representative of the Ministry has informed during evidence that casserole was introduced because it was an improvement in hygiene

and the food served in aluminium foils was a little more hot. There are economy casserole and regular casserole.

7.21 Asked as to why the quantity of food served in aluminium foil has been reduced, the representative of the Ministry has stated during evidence:

> "Though the water content of the food served in casseroles is less than in the *thali* meals, the calorific content is almost the same or even little higher than what was being served in the *thali* meals. This has been examined by the experts. In fact, the menu, etc. has been arrived at after consulting the ITDC and other consultants. Earlier there were many complaints that the *thalis* were dirty and the food was cold and exposed."

7.22 During evidence, it was pointed out to the Ministry that in a train, casseroles were collected at 7.00 A.M. from a station and served to the passengers by 1.00 P.M. by which time the food became stale, as it would have been cooked a few hours before loading. When Ministry was asked to clarify the position, the representative of the Ministry replied during evidence:

> "I do not know why they should be doing this preparation very much in advance. If the food is prepared four or five hours before and the same is served to the passengers after five or six hours, naturally it will not be palatable."

7.23 The Ministry in a subsequent note furnished to the Committee has confirmed that at present, the casseroles are packed up at around 07.00 hours for service to passengers and service is done between 11.00 to 12.00 hrs. Thus there is a gap of 4-5 hours between picking up of meals and service to passengers. The Ministry added that a decision has been taken to set up a mini base kitchen at another subsequent station and once that base kitchen starts functioning, the gap between picking up of meals and service to passengers would be reduced considerably.

7.24 Asked whether any permissible time gap between time of preparation and time of supply of food preparation has been prescribed, the Ministry has stated that no specific time limit as such, has been prescribed. However, the ITDC experts with whose consultation the revised menu in casseroles was prepared had conducted certain experiments at the initial stage and had advised that there should be no deterioration in quality even after a gap of 6-7 hours.

7.25 Giving the yearly progress made since 1980 in regard to availability of low priced food packets, at different stations, the Ministry has furnished the following information:

Year	Stations
1980-81	277
1981-82	286
1982-83	291
1983-84	292
1984-85	290
1985-86	286
1986-87	276

In 1987-88 the low-priced food packets are available at 278 stations and 23 trains.

7.26 In addition to food packets, 'Economy' casserole meals have also been introduced since 1985-86, which are sold at stations having facilities for preparation of casserole meals at base kitchen. These economy meals are being sold at 41 stations and on 32 trains. The number of casserole economy meals sold in June, 1987 was 1.9 lakhs.

7.27 Asked as to why the price of food served in aluminium foil has been increased, the representative of the Ministry has stated during evidence that the foil itself costs something and the prices of general articles have also gone up very much. In reply to another question it has been sitated that the large scale casserole aluminium foil costs about Rupee one.

Training of staff

7.28 The Ministry in a note furnished to the Committee has stated that instructions have been issued to all the Zonal Railways to get the various categories of staff i.e. cooks, bearers, supervisors trained in Catering Institutes of repute in phased manner. Apart from the training being given in the various institutes, special training course have also been organised at the South Eastern Railway hotels—Puri and Ranchi. In addition to this, on the job training to the catering staff is being given by the supervisors and other staff who have already got training from various catering institutes. Assistance of experts of ITDC was also taken to impart special training to the cooks for preparation of casserole meals at various base kitchens. Information received from 4 Zonal Railways (Northern, North Eastern, Western and South Central) indicate that 108 Supervisors, 66 Cooks and 54 Bearers have been trained from various institutions.

7.29 Enquired during evidence, whether the persons at the base kitchen are properly trained, the representative of the Ministry has replied:

> "We have special arrangement for training. We send them to the catering Institute. They get training there. They get line training from those who know the job."

Railway Hotels

7.30 The Railways run two hotels, one at Ranchi started in 1915 and the other at Puri started in 1925. Asked about the financial results operation of the two hotels, the Ministry has stated in a note that:

> "In 1986-87, the Puri Hotel had a sales turn over of Rs. 16.97 lakh and earned a profit of Rs. 3 lakhs and Ranchi hotel bad a turn over of Rs. 13.74 lakhs and earned a profit of Rs. 2.25 lakhs."

7.31 On the occupancy rates of these two hotels, the Ministry has stated that the occupation rate of Puri hotel was 28 percent and of Ranchi hotel, 56 percent.

7.32 Enquired whether there was any proposal to have more such hotels in other cities, the Ministry has stated that there was no proposal to open any more hotels of this type in any other city.

7.33 The Committee note that out of 2987 stations and 89 pairs of trains having catering facilities departmental catering is being managed at 72 stations and 60 pairs of trains. The Committee also note that at 45 stations the service is partly managed by the Railways and partly by the contractors. In view of the frequent complaints about catering service being rendered by the contractors, the Committee would observe that catering facilities should, as far as possible, be taken over and run departmentally so that the quality of food and service could be improved. The Committee, therefore, suggest that a phased programme of action should be chalked out for taking over the catering service by the Railways.

7.34 It is surprising to learn that till date no separate department has been set up either in the Railway Board or in the Zonal Railways for managing the catering affairs exclusively. It is only now that a decision has been taken to create a specialise cadre of officers exclusively incharge of catering. The Committee urge that immediate step should be taken in the matter.

7.35 The Committee appropriate the policy of Railways of not making any profit from catering business. They feel that by ensuring optimum economy consistent with quality, it should be possible for the department to run departmental canteens on a self supporting basis.

7.36 The Committee note that check on quality of food has more or less become a matter looked into periodically by special squads. Similar is the position regarding control of unauthorised hawkers selling eatables on the platforms

and trains. The Committee feel that by adopting such a practice. the regular staff on duty has become totally unconcerned over the situation and it is left to the special drives to do the needful. The Committee do not consider this to be a happy situation and suggest that an inbuilt system should be established so as to bring home to the railway staff that they are primarily responsible for curbing unauthorised hawkers from selling eatables to the travellers and keeping a strict vigil on the quality of food, tea, coffee, etc. served on the platforms and trains.

7.37 The Committee have received several complaints to the effect that meals are generally not supplied to the passengers travelling in IInd Class unreserved coaches. The Committee would expect the Ministry to ensure that there is no discrimination between such passenger: and the passengers travelling in reserved coaches in the matter of serving meals, tea, coffee, etc.

7.38 The Committee are surprised to note that in one train, meals collected at 7 A.M. are supplied between 11A.M. and 12 noon and Railways consider it feasible to bring remedy only after a base kitchen at another station is established. The Committee apprehended that the present system may lead to possibilities of food poisoning. The Committee, therefore, recommend that steps should be urgently taken to see that in no case, supply of food is delayed beyond 2 to 3 hours after collection in the pantry car.

7.39 The Committee welcome the introduction of supplying food in casserole and suggest that casserole should contain sufficient quantity of food. The Committee also suggest that casseroles should be of two sizes bigger casseroles and smaller casseroles so that a passenger can order according to his needs.

7.40 The Committee find that the number of stations where low priced food packets are supplied is almost static for the last eight years. The Committee suggest that every effort should be made to supply these packets at all important stations and long distance trains.

7.41 The Committee also suggest that menu for the low price packet meal should be such that it is enough for the requirement of a common man, as more often than not, the travelling public is not interested in full scale meal in trains but on supply of a wholesome food only without health hazards. The Committee recommend that sale of low price food packets should be encouraged and bearers etc. should be given incentive to supply such packets to common passengers.

7.42 The Committee have also received complaints of inordinate delay in complying with orders placed with the bearer of pantry cars, even for ready packed items of food, beverages, tea, coffee etc. While the Committee can appreciate the problems of the bearers moving from coach to coach to reach pantry cars, the Committee nevertheless feel that delay beyond a reasonable period needs to be checked by taking appropriate remedial action.

CHAPTER VIII

MISCELLANEOUS

A. Cushioned Birth for 3-Tier

8.1 The Railways have a proposal to provide cushioned berths in non-cushioned three-tier second class coaches in trains. Asked about the progress made in that direction and the trains that have been provided, cushioned trains and the identified trains which still have non-cushioned berths, the Committee were informed that there was a proposal to convert all Second Class three-tier coaches, having wooden seats/berths plying on long distance Mail and Express trains, to that of the cushion type. Upto end of July 1987 about 365 B.G. coaches and 95 M.G. coaches with wooden type of berths/seats had been converted to that the cushion type. On account of a number of Second Class three tier sleepers having wooden type of berths/seats continuing in service and having inter changeability with cushion types as well as to ensure full utilisation of existing assets, the rake composition on identified trains sometimes underwent a change.

8.2 While all possible efforts were made to provide Second Class three-tier coaches fitted with cushions on long distance Mail and Express trains, sometimes for the reasons mentioned above, this was always not possible.

8.3 The work of conversion was likely to be completed within two to three years, subject to availability of funds.

8.4 A major portion of the Railways' income is derived from IInd class passengers and as such it goes without saying that the amenities to these passengers is of vital importance. The Committee note that a programme is on hand to convert all second class three-tier coaches having wooden seats/berths plying on long distance mail/express trains to that of the cushion type. The Committee recommend that the Railway Board should give priority to this work and provide second class three-tier coaches duly fitted with cushion seats/berths in all long distance trains as early as possible.

B. Medical Facilities

8.5 At present chemist stalls are available at 22 important stations. The legend 'Chemist Stall" is ported to be clearly written on all such stalls. These stalls are inspected by Railway Officials as well as officials of Drug Controllers.

8.6 The Committee note that at present chemist stalls are available at *22* important stations only. In the opinion of Committee it is too small a number where chemist stalls are available. They suggest that as far as possible chemist stalls should be available at each important station.

8.7 It is the general impression of the public that first aid boxes with the guard/TTE are generally empty and even if they contain some medicines the quality is poor, outdated. The Committee recommend that steps should be taken to provide complete first aid boxes and contents therein subject to periodical checkes. The Committee also suggest that Guard/TTE in the long distance trains be imparted training in first aid.

C. *Security of Passengers and their Belongings*

8.8 'Policing' being a State subject, the security of passengers and their belongings in the running trains and on the railway premises is the constitutional responsibility of the State Government concerned, which they discharge through Government Railway Police(GRP). While the Ministry of Railways is sharing 50% of the expenditure on GRP, it has no control over it. In an attempt to improve the law and order situation on the Railways, the Ministry of Railways agreed for an incerease of approximately 10,000 men in the strength of GRP of different States since 1979. As and when there is deterioration of law and order situation, the matter is immediately taken up with higher authorities of the State Govt. concerned. The General Managers of th e Railways and the Senior RPF Officials are expected to maintain constant and close liaison with the State Governments. Periodical meetings are held by the Railway Officials with the State authorities in which the law and order si tuation prevailing in those areas are discussed and reviewed.

8.9 Explaining the arrangements made for the security of passengers and their belongings in the running trains and on railway premises, the Ministry has stated that sections/sectors vulnerable for thefts of passengers belonging have since been identified and most of the important/prestigious trains are being escorted by GRP personnel in these sections/sectors. Besides, high profile presence of Government Railways Police is also being maintained at the important stations and in the affected sections/area.

8.10 The Railway Protection Force which has a strength of about 65,000 personnel is responsible for protecting and safeguarding the railway property entrusted to it. Enquired whether, RPF be made responsible for providing protection to passengers and their belongings on the trains and on railway stations the Ministry stated that RPF is a statutory force and it was constituted by an Act of Parliament for better protection and security of railway property of "RPF could be entrusted with this responsibility only by amending the relevant provisions of the Constitution. This matter and the allied

issues of enhancing the powers of RPF has been examined in consultation with the Ministry of Law and it was found that this proposal would amount to setting up a Police Force for the Railways which runs counter the Entry 2 of State List. Two Police Forces operating in the same area will also create functional problem".

8.11 It has been reported to the Committee that one of the contributory causes for thefts in trains are travel by unauthorised passengers in reserved trains as also ticketless travellings, beggars and hawkers who are permitted to freely move in the trains for their business. Asked to clarify whether no legal responsibility rests on the Railways that their property is not tresspassed for unauthorised business by unauthorised persons. The Ministry in reply stated that it is a part of the duty of the railway staff manning the trains/coaches to prevent entry of such unauthorised persons including vendors, shoeshine boys etc.

8.12 The Committee have been informed that data relating to murders, dacoities, robberies and thefts of passengers belongings are not compiled by the Railways, as such cases of crime are reported to, registered and investigated by the Government Railway Police, which functions under the control of State Governments concerned. As and when complaints of crime against passengers are reported to the Station Masters or received at the Railway Stations the same are forwarded to the concerned GRP Police stations for registration and investigation.

8.13 Asked how the Railways coordinate in the matters concerning theft, dacoity, robbery etc., the representative of the Ministry stated during evidence that "we have meetings at various levels including sometimes right upto the highest level of the State."

8.14 Asked whether Railways were satisfied with this coordination, the representative of the Ministry stated "our security personnel are also in many cases drawn from the local State Government on deputation and they help us to maintain this coordination."

8.15 Asked about the number of crimes detected, the representative of the Ministry, during evidence stated that :—

> "We have got some figures which are not quite authentic because we obtain them from the GRP/State Police. The responsibility lines with the State Government. From them we have got some figures."

8.16 In reply to Lok Sabha Unstarred Question No. 4871 on 9-12-87, the figures regarding dacoities reported in railways during 1985 and 1986

were given. These figures were, however, at variance from the figures given by to the Ministry to the Committee vide details below :

	As given to the Committee		As given in reply to Lok Sabha Question	
	1985	1986 (Up to June)	1985	1986
Assam	8	2	6	Not available
Gujarat	10	1	8	1
Haryana	nil	1	nil	1
Karnataka	1	nil	13	Not available
Maharashtra	12	16	113	-do-
Orissa	2	...	nil	4
Rajasthan	3	nil	3	Not available
Delhi	1	nil	1	nil

8.17 The Committee have been informed during the evidence that a total number of 9,089 dacoities, robberies and thefts were committed in the year 1986, their breakup being dacoities 129, robberies 265 and thefts 8695.

8.18 The Committee note that sections/sectors vulnerable for theft of passengers' belongings have since been identified and most of the important/ prestigious trains are being escorted by GRP personnel in these sections/sectors. The Committee however note with regret that thefts continue inspite of deployment of security staff to some of the important trains and that one of the contributory causes for thefts in trains travel by unauthorised passengers in reserved coaches. Such unauthorised travel is not possible except with tacit connivance of Railway Staff on duty in train. The Committee therefore hope that special efforts would be made to ensure regulation of traffic in reserved coaches.

8.19 The Committee note that Railway Protection Force is intended for protection of Railway's property. The trains belong to the Railways and theft of fittings is a common occurence in the trains, protection of which, the Committee, feel, is the responsibility of the Railways Protection Force. Taking these two factors into consideration, the Committee are unable to appreciate how attention to safety of trains could result in encroachment into the duties of state Police Force. The Committee feel that once culprits are caught, whether

in Railway's yards, stations or running trains by and RPF it would be RPF's duty to file FIRs with State Police. The Committee therefore recommend that the issue of jurisdiction may be fully reviewed and the legal position placed in proper perspective.

8.20 The Committee note that for data on thefts, losses etc. the Railways totally depend on information that the State Police Force supply, as and when requested. The Committee, however, feel that because the thefts, losses, etc., take place in Railways/premises, it is equally important for all Stations/yards to collect details of cases registered and to review the position and for Zonal Railways and the Ministry to monitor the position by collecting periodical data from stations. The Committee hope that suitable action would be taken in this regard.

8.21 The Committee have received several complaints about the refusal by the Railway authorities to register reports of thefts made by passengers, both by the Station authorities, as well the police authorities and consequently the passengers have to move from pillar to post before they succeed even in lodging a formal complaint. The Committee consider this situation quite unfortunate and would recommend that appropriate steps should be taken to remedy the situation and also to notify the available arrangement by putting up appropriate notices in stations and trains at conspicuous places.

APPENDIX I

(*Vide* para 1.24 of the Report)

Norms for provision of passenger amenities prescribed in Railway Board circular letter No. 18/102/AMMI/31 *dated* 24-3-70

Waiting Halls

At small stations, waiting halls should be provided for 45% of the maximum number of passengers dealt with at any one time (excluding mela traffic).

At large stations the waiting halls should be provided for 30% of maximum number of passengers dealt with at any one time (excluding mela traffic).

The minimum floor area per passenger catered for in waiting halls (calculated as in 2.1 and 2.2 above) should be 1.394 sq.m. (15 Sq.ft.)

Before undertaking constructions of new waiting halls or extension of the existing waiting halls, it should be first considered, whether better purpose could be served by extending or providing platform shelters.

Platforms

Cover over Platforms

The provision of covers over platforms must depend on climatic conditions, number of passengers and the nature of the traffic dealt with. Normally sufficient area should be covered to enable half the maximum number of passengers dealt with at the station to be accommodated at the rate of 0.557 sq. metre (6 sq. ft.) for each passenger.

At important stations and at suburban stations with intensified, traffic, the whole platform should be roofed.

Provision of large-scale covering of platform should, as far as possible, be confined to the following stations:

(i) Junctions where passengers have to wait for train connections.

(ii) District headquarters stations.

(iii) Cities with a population of more than a lakh.

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(iv) Suburban stations.

(v) Stations in a heavy rainfall area, etc.

Lengthening of platforms: Platforms should be long enough to accommodate the longest train normally received.

Raising of platforms

Main line (BG): The ultimate target shall be to provide high level platforms at all important stations, medium level platforms at less important stations and rail level platforms at unimportant road side stations. Main Line (MG): Medium level platforms shall be provided at all main line stations where high level platforms can not be justified. Rail level platforms should be provided at unimportant road side stations.

Branch Line (BG & MG): Medium level platforms shall be provided at all important stations and rail level platforms at unimportant road side stations.

Well-maintained platform surface: Provision of well maintained platform surface is one of the minimum amenities to be provided at all stations including flag stations but excluding halt stations. Any platform surface well maintained with coal ash, moorum or any other suitable material so as to avoid dust in dry weather and mud in rains would meet the requirements.

Benches: 40 seats per 100 passengers calculated as in para 2.1 and 2.2 above.

Drinking Water: Wherever possible, drinking water should be supplied on platforms by the provision of hydrants at the rate of 4 taps/stand pipes per 100 passengers and the minimum number of taps on each platform should be 4. The taps should be distributed alongside the platform as to be easily accessible to passengers seated in train. Simultaneously 'Gharras' mounted on Wheeled barrows should be available for supplying water to the passengers sitting in the compartments. The number of barrows would depend on climatic conditions.

Bathing Facilities: At junctions or terminal stations where running water is available, bathing arrangements should be provided in the basis of one shower for every 200 passengers calculated as in para 2.1 and 2.2 above. When the number of showers exceeds two, one third of the number should be provided with doors and reserved for ladies.

Urinals : At large stations, urinals should be provided on platforms at the rate of one unit per 100 passengers.

Latrines: The number of latrines seats per 100 passengers (calculated as in para 2.1 and 2.2 above) should not be less than 4. Water borne latrines should be provided wherever this is practicable.

Greater care should be exercised in undertaking construction of foot overbridges and subways between platforms and the following guidelines shall be adopted:

(i) Provision of foot overbridges/subways, where none are in existence, should continue to be guided by the requirement of traffic as hithertofore and the design for the foot over bridges should provide for covering to be made at a later stage.

(ii) Provision of additional foot overbridges should be undertaken after strictest scrutiny. The covering in such cases may be provided at the time of initial construction depending upon the circumstances of each individual case.

Waiting room for upper class passengers

Ordinary non-suburban wayside station : The provision of new upper class waiting room at such station should be considered only, if the number of upper class passengers dealt with is 25 or more per day. If, however, the bulk of the traffic is booked or received by night trains, the provision of the facility in question could be considered even with slightly fewer passengers.

Suburban Stations : There is hardly any need to provide such a facility on these stations as a much heavier traffic could be dealth with, without this facility.

Junctions and terminal stations: The facility should based on the volume of traffic changing over and the time the passengers have to wait.

Retiring Rooms

The provision of retiring rooms at stations should be made only where a minimum of 40% occupation can be expected.

Extra booking Windows

The yardstick for the opening of extra booking windows should be 800 tickets per 8 hours shift, i.e. 100 tickets per hour. The booking facilities available at stations should be reviewed from time to time and Railways may make exceptions and alter the yardstick for individual stations after taking into account the workload and conditions of traffic during peak hours and other local factors, in order to eliminate long queues at the booking windows.

At large stations, provision of booking windows reserved for women should be considered.

This maximum number of passengers dealt with at any one time for the purpose of provision of passenger amenities should be arrived at on the basis

of the actual number of tickets sold or collected during an average busy period in which there is no unusual rush due to melas or fairs.

Train Halts

As far as train halts are concerned, irrespective of the fact whether these are worked by contractors or departmentally, the minimum facilities should continue to be the same as laid down *vide* Board's letter No.56/W1/2/ AMNI/115 dated 29th October, 1956, namely:–

(i) A rail level platform of suitable length having regard to the length of trains stopping at the station.

(ii) A small waiting shed which will also serve as a booking office.

(iii) Lighting where trains stop at night.

(iv) Planting of shady trees.

The waiting shed at the Halts should be of cheap type, the size depending on the extent of passenger traffic.

APPENDIX—II

(Vide para 1.26 of the Report)

Name of Division	Total No. of stations on which the following facilities have been provided								
	No. of Stations	II Class W/halls	I Class W/rooms	Drinking Water	Latrines	Urinals	Bath rooms	Reservation arrangement	Cloak room facility
1	2	3	4	5	6	7	8	9	10
C.R.									
Bhusaval	143	126	30	118	117	30	24	28	24
Bombay	87	43	18	72	48	57	10	6	4
Nagpur	84	84	13	84	77	74	2	23	25
Solapur	117	117	27	117	111	32	35	26	14
Jabalpur	115	91	27	92	90	22	9	19	13
Jhansi	188	164	6	164	164	28	28	30	18
N.E.									
Itanagar	138	94	29	112	112	8	13	36	10
Lucknow	160	123	33	123	123	123	14	16	5
Banaras	185	137	46	188	148	9	9	9	8
Sonpur	61	70	31	70	64	9	8	12	4
Samastipur	161	107	56	146	107	9	9	23	8
S.R.									
Madurai	205	199	46	205	187	13	3	67	20
Trivandrum	89	58	26	88	63	9	8	36	8
Palghat	174	165	38	149	158	159	38	48	24
Bangalore	71	110	23	47	52	1	1	14	8

APPENDIX—II (*Contd.*)

1	2	3	4	5	6	7	8	9	10
Madras	134	11	26	369	110	1	1	16	5
Mysore	80	87	21	115	87	5	5	23	10
Tiruchirappalli	169	169	30	172	161	—	9	53	28
S.E.									
Bilaspur	104	104	24	106	97	24	24	8	9
Kharagpur	103	84	21	103	64	55	10	8	2
Adra	104	99	21	104	101	12	10	24	2
Khurda road	71	52	14	71	65	65	25	29	8
Waltair	115	115	22	115	115	67	26	26	3
Nagpur	110	110	18	110	110	10	18	10	1
Chakradhar Pur	100	97	15	43	97	12	8	6	2
W.R.									
Bombay	99	94	22	91	80	51	19	13	16
Vadodara	298	126	46	180	182	106	17	24	10
Ratlam	157	122	27	123	119	46	5	9	14
Kota	92	82	24	91	90	60	9	25	—
Ajmer	131	128	6	127	125	16	12	4	3
Jaipur	159	123	24	106	123	30	8	10	10
Raikot	202	191	28	155	121	80	5	17	10
Bhavnagar	140	140	52	129	101	57	9	14	40
Vijayawada	217	183	61	161	205	205	7	22	24
Secunderabad	149	118	38	104	115	115	8	38	21
Hubli	191	181	54	184	188	188	5	14	33
Guntakal	179	163	52	105	158	178	12	16	14
Hyderabad	183	134	61	119	143	143	8	22	12
N.F.									
Katihar	97	97	24	97	97	67	1	3	5
Alipurduar	155	139	30	119	136	27	9	3	4

Lumding	129	122	17	116	129	16	5	4	1
Tinsukia	83	69	14	81	77	57	3	2	1
Eastern									
Sealdah	188	104	8	188	174	174	22	13	3
Howrah	172	96	13	172	169	169	28	28	5
Asansol	60	42	0	60	55	55	8	12	3
Dhanbad	109	32	9	109	101	101	10	27	11
Danapur	91	44	11	91	88	88	26	15	1
Mughalsarai	43	32	8	43	35	35	8	13	3
Malda Town	83	41	4	83	80	80	27	18	1
Northern Railway									
Allahabad	122	107	45	122	122	191	12	15	2
Moradabad	212	119	42	212	167	30	31	19	34
Lucknow	196	196	11	191	178	178	26	24	12
Ferozpur	269	269	35	269	224	24	29	26	44
Bikaner	222	196	31	222	167	19	12	7	9
Jodhpur	146	146	35	146	146	6	7	29	1
Delhi	296	296	56	296	296	296	56	33	245

APPENDIX—III

(*Vide* para 1.27 of the Report)

Number of Stations without Basic Amenities

(i) *Regular and Flag Stations*

(*As in September* 1987)

Sl. No.	Railway	Total No. of regular and flag sts.	Waiting Halls	Benches	Suitable lighting	Drinking water facility	Latrines	Suitable platform	Booking arrangements	Shady trees
1	2	3	4	5	6	7	8	9	10	11
1.	CENTRAL	624	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
2.	EASTERN	656	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
3.	NORTHERN	1241	41	Nil	Nil	Nil	Nil	Nil	Nil	9
4.	N.E.	564	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
5.	N.F.	465	4	Nil	Nil	Nil	Nil	Nil	Nil	Nil
6.	SOUTHERN	835	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
7.	S.C.	729	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
8.	S.E.	690	2	Nil	Nil	Nil	Nil	Nil	Nil	Nil
9.	WESTERN	1040	Nil	Nil	Nil	Nil	9	Nil	Nil	11
	TOTAL	6844	47	Nil	Nil	Nil	9	Nil	Nil	20

APPENDIX—III (*Contd.*)

Number of Stations without Basic Amenities

(ii) *Halt Stations*

(*As in September*, 1987)

Sl. No.	Railway	Total No. of Halt Stations	Platforms	Waiting shed cum Booking Office	Lighting where trains stop at night	Shady trees
1	2	3	4	5	6	7
1.	Central	75	Nil	Nil	Nil	Nil
2.	Eastern	88	Nil	Nil	Nil	Nil
3.	Northern	233	Nil	56	Nil	18
4.	N.E.	143	Nil	Nil	Nil	Ni
5.	N.F.	54	10	11	Nil	Nil
6.	Southern	192	Nil	Nil	Nil	23
7.	S.C.	128	Nil	Nil	Nil	Nil
8.	S.E.	131	Nil	Nil	Nl	1
9.	Western	344	Nil	14	Nil	11
	TOTAL	1388	10	81	Ni	53

APPENDIX—IV

(NORTHERN RAILWAYS)

(*Vide* para 1.28 of the Report)

Statement Showing Number of Stations where Different types of Passenger Amenities are provided

Divisions	Total No. of stations	Platforms (Level)			IInd Class Waiting Halls	Booking arrangements	Drinking water arrangements	Sitting arrangements	Latrines	Urinals	Bathing arrangements (Cubicals)	Shady Trees
		High	Medium	Rail level								
I	2	3	4	5	6	7	8	9	10	11	12	13
Delhi	296	55	77	164	296	296	296	296	244	196	43	277
Ferozepur	269	39	59	171	267	268	269	269	220	23	13	264
Moradabad	212	78	15	119	200	209	197	202	133	34	20	189
Allahabad	132	63	43	26	123	131	130	132	106	42	22	130
Luchnow	196	67	28	101	196	196	196	196	177	78	26	167
Bikaner	223	18	45	160	164	223	169	223	163	17	11	142
Jodhpur	146	26	5	115	140	146	146	146	106	40	8	110
TOTAL :	1474	346	272	856	1386	1469	1403	1464	1149	430	143	1351

APPENDIX—V

CENTRAL RAILWAYS

(*Vide* para 1.28 of the Report)

Statement Showing Passenger Amenities at Stations on Central Railway as on 1-4-1987

Number of Stations Provided with:

Name of the Division	Total No. of Stations	IInd class waiting Room	IInd class waiting Hall	Ist class waiting Room	Drinking water facility	Latrines	Urinals	Bath Rooms	Shady Trees
1	2	3	4	5	6	7	8	9	10
Bhusaval	143		126	30	118	117	30	24	18
Bombay	89	...	55	25	85	47	46	7	26
Nagpur	84	13	84	13	84	77	74	2	16
Solapur	117	...	117	27	117	111	32	8 II. Cl. 27 I.Cl.	17
Jabalpur	115	4	91	27	92	90	22	9	29
Jhansi	188	28	164	6	164	164	28	28	27
TOTAL :	736	45	637	128	660	606	232	105	279

N.B.—Total No. of Stations are 768 out of which only 736 are open for passenger booking.

APPENDIX-VI

(*Vide* para 2.12 of the Report)

Expenditure on Passenger Amenities

(Figures in crores of rupees)

Railway	Budget Estimates			Revised Estimates			Actuals		
	1982-83	1983-84	1984-85	1982-83	1983-84	1984-85	1982-83	1983-84	1984-85
1	2	3	4	5	6	7	8	9	10
Central	0.60	0.64	0.62	0.60	0.59	0.64	0.84	0.68	0.65
Eastern	0.60	0.71	0.66	0.57	0.80	0.81	0.45	0.93	0.76
Northern	0.84	0.78	0.84	0.91	0.73	0.83	0.97	0.86	0.71
North Eastern	0.51	0.33	0.29	0.47	0.32	0.29	0.58	0.37	0.36
Northeast Frontier	0.20	0.30	0.25	0.20	0.25	0.25	0.16	0.15	0.21
Southern	0.59	0.58	0.59	0.59	0.55	0.51	0.53	0.55	0.52
South Central	10.42	0.45	0.46	0.42	0.43	0.46	0.48	0.41	0.52
South Eastern	0.52	0.69	0.59	0.53	0.66	0.64	0.42	0.56	0.63
Western	0.48	0.43	0.52	0.62	0.40	0.58	0.59	0.44	0.49
TOTAL	4.76	4.91	4.82	4.91	4.73	5.09	5.02	4.95	4.85
Central	...	...	...	0.05	...	0.01	...	...	0.04
Eastern	...	...	...	...	...	...	...	...	...
Northern	0.01	0.01	0.01	0.01	...	0.01	...	...	...
North Eastern	0.05	0.02	0.01	0.02	0.02	0.01	...	0.02	0.01
Northeast Frontier	...	...	...	...	...	...	...	...	...
Southern	0.01	0.01	...	0.01	0.01	...	...	...	...
South Central	10.03	0.04	0.07	0.03	0.04	0.07	0.01	...	0.01
South Eastern	0.02	...	0.01	0.03	0.01	0.01	...	...	...
Western	0.12	0.01	0.08	...	...	...	0.01	0.01	...
TOTAL :	0.24	0.09	0.18	0.15	0.08	0.11	0.02	0.03	0.06

APPENDIX VII

(*Vide* para 2.12 of the Report)

(Figures in crores of Rs.)

Railway	Passenger Amenities			Other Railway Users' Amenities		
	Actuals 1985-86	Revised Estimates 1986-87	Approximate Actuals 1986-87	Actuals 1985-86	Revised Estimates 1986-87	Approximate Actuals 1986-87
Central	1.13	1.77	1.77	0.02		0.01
Eastern	0.91	1.10	1.07	...		...
Northern	1.08	1.63	1.61	...	...	0.01
North Eastern	0.58	0.52	0.63	0.01		
Northeast Frontier	0.16	0.70	0.87			
Southern	0.74	1.21	1.30	...	...	...
South Central	0.59	0.77	1.11	0.02	0.06	0.01
South Eastern	0.67	1.08	1.60	...	...	...
Western	0.80	1.18	1.26	0.03	0.01	0.07
TOTAL :	6.66	9.96	11.22	0.08	0.07	0.10

APPENDIX VIII

Statement of Recommendations/Observations

Sl. No.	Para No.	Recommendation/Observation
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1	1.8	The Committee find that there is no exclusive mechanism available either with the Railway Board or Zonal Railways to monitor the passenger amenities available both on the platforms and the trains. In view of the importance that the subject 'Passenger Amenities' has assumed in the context of the present railway operations, it is imperative that Cells should be created both in the Railway Board as well as Zonal Railways to exclusively look after the work relating to passenger amenities.
2	1.22	The Committee regret that inspite of specific recommendation made by the Estimates Committee and the Railway Convention Committee as far back as 15 years, the Railway Board has not yet been able to lay down in un-equivocal terms, the items that constitute passenger amenities which the Railways ought to provide to the travelling public. The Committee need hardly point out that with the rise in the standard of living of the public at large, the definition of the items of "Passenger Amenities" must undergo changes over the year, e.g. an item which was considered to be a passenger amenity at one time may now have to be considered as a basic necessity. In this connection, the Committee consider such items as : (i) platforms of reasonable height upto full length of trains, (ii) provision of a waiting hall, (iii) coverage of platforms, (iv) provision of over-bridges and/or subways, (v) provision of minimum water supply and sanitation facilities in platforms and trains, (vi) provision of comfortable seats in trains for entire journey and berths for night rest, (vii) provision of a time-table notice boards, public address and display systems at stations, (viii) proper

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		arrangements of booking and reservation facilities, (ix) provisions of lights and fans both in the trains (compartments and bathrooms) and platforms, etc., as basic necessities and not as passenger amenities. The Committee also note that a few items, which were deleted as passenger amenities were re-included in the list for reasons best known to the Railway Ministry. The Committee have apprehension that whatever exercise for the revision of list of passenger amenities has so far been done, has been with a view to diversion of funds from one head to another. The Committee do not feel convinced by the reasons advanced by the Ministry for not placing the revisions made in the list of passenger amenities, before the Parliament in contravention of the earlier recommendation of the Committee. The Committee, therefore, cannot but strongly recommend that the list of passenger amenities now being provided by the Railways should be gone into in all their ramifications and a comprehensive list drawn keeping in view the ever changing economic and social standards of living. It is needless to stress again that the list so prepared should be placed before the Parliament.
3	1.23	The Committee feel unhappy to be informed that for over a decade, the NRUCC has not been functioning at all and before that it was functioning only intermittently. The Committee also regret to note that despite recommendations of the Railways Reforms Committee, the ZRUCCs and DRUCCs have also not been regularly constituted and their functioning regulated properly. It is interesting to find that at no time all these Committees were functioning simultaneously. The Committee would like to impress on the Ministry of Railways, not to underscore the importance of such committees and would expect them to constitute all these Committees urgently and streamline their functioning on scientific lines so that they could play their assigned role effectively.
4	1.29	Absence of a perspective plan for the provision of basic amenities on the platforms and in the trains, even though Railway Convention Committee and the Estimates Committee had emphasised the need for such a plan as far

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		back as 15 years, is indicative of the neglect of this important function by ihe Ministry of Railways. It is only now the Railway Board has initiated certain steps in this direction. The Committee feel that in the absence of a well chalked out plan, adhocism had its way in the development of stations concerning the provision of basic facilities and passenger amenities. Resource constraints, the reasons advanced by the Railway Board for the non-preparation of the plan, is not at all convincing as the very idea of preparing the plan is to fix priorities and to deploy the resources accordingly. The Committee hope that perspective plan for provision of passenger amenities, keeping in view the level of traffic as existing now and as expected during the next 20 years or so, would be now drawn up without any further loss of time and necessary funds allotted for its execution. With the increase in traffic, the requirement of basic necessities and passenger/amenities at each station and in the trains are bound to increase. The Committee, therefor, feel that an in-built mechanism for a periodical review should be created in the Railway Board as well as in the Zonal Railways to keep a constant watch in this regard.
5	1.30	The Committee can not view with equanimity contradictory statements furnished by the Railway Board and some of the Zonal Railways regarding the passenger amenities available at various stations. The Committee consider that the Railway Board should have vouchsafed the veracity of the data before its submission to the Committee. The Committee expect the Railway Board and the Zonal Railways to be more careful in future.
6	1.37	The Committee note that neither in the Indian Railways Act, 1880 nor in the proposed Bill for amending the Act, separate provisions for Passenger Amenities exist. However, there can not be two opinions that the Railways should assume direct responsibility and discharge its obligations effectively and efficiently in the provision of amenities and facilities in the larger interest of passengers. The Committee, however, would not like to make a specific recommendation on the subjectat

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		this juncture as the Joint Committee on Railways Bill, 1986 is already seized of the matter.
7	1.42	The Committee are happy to note that the Railway Board intends to develop 67 Model Stations so that they could function as trend setters for other stations in terms of aesthetic designs and passenger amenities. The Committee however, wonder as to how in the absence of a perspective plan for the development of these stations, the Railway Board will be able to develop them on systematic and seientific lines. The Committee, therefore, urge upon the Railway Board to chalk out a time-bound perspective plan for execution and earmark funds for the same accordingly. In this connection, the Committee would also like to caution the Government that equal emphasis has to be laid on capital works required to be executed in modernising stations and on the basic facilities and amenities that should be available for the travelling public, as in the opinion of the Committee, a Model Station must cater to passenger basic amenities and facilities of a requisite standard.
8	2.14	The Committee note that whereas on the one hand the passenger earnings increased from Rs. 827.48 crores in 1980-81 to Rs. 1719.40 crores in 1985-86, resulting in a percentage increase of over 100% during a period of 5 years, on the other hand the allocation for the passenger amenities remained static at Rs. 5 crores during the same period. These allocations have since been marginally increased to Rs. 50 crores for the entire Seventh Plan period. It is, therefore, apparent that whereas Railways have been increasing rail fares, etc. steeply over the last few years, they have cared little to augment the provision for passenger amenities so as to enable the travelling public to have a reasonably comfortable journey. In the opinion of the Committee, it is a matter of propriety that any increase in the passenger earnings should go hand by hand with the increase in allocations for passenger amenities as it is the passengers who are contributing to the Coffers of the

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		Railways, especially when the Railways themselves are aware of the utter lack of even basic facilities and amenities at a very large number of stations. The Committee consider 2% of the total passenger earnings as a reasonable amount which should be spent on the passenger amenities and other works related thereto. The Committee would like the Ministry of Railways to go into this question thoroughly in consultation with the Ministry of Finance and Planning Commission, so as to earmark substantial funds for providing passenger amenities.
9	2.15	The Committee are distressed to find that for the year 1982-83 there were savings to the extent of Rs. 0.22 crores against original budget estimates of Rs. 0.24 crores for passenger amenities and a saving of Rs. 0.13 crores against provision of Rs. 0.15 crores in the revised estimates under "other Railway Users' Amenities". The substantial savings have been attributed to slow progress of works. However, the expenditure incurred in the next two years has been even less than the savings for the year 1982-83. This is indicative of the fact that the works taken up in 1982-83 had not been completed even after the lapse of another two years. When asked to identify the works in which there was slow progress, the Ministry could only come up with the explanation that changes in priorities might have also affected the slow progress in works. The Committee need hardly stress that the works once provided for and taken in hand for execution should be proceeded with a sense of urgency as the slow progress and changes in priorities midway results in frittering away of the resources and escalation in costs.
10	2.16	Under the other Railway Users' Amenities also there are wide gaps in the allocation of funds so much so that Eastern Railway and Northeast Frontier Railway were not at all allocated any funds. It is further disheartening to note that even though Northern Railway, Southern Railway and South-Eastern Railway were

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		allocated funds, these Railways did not incur any expenditure. The Committee recommend that a suitable rationale may be evolved for allotment of funds to various Zonal Railways for providing passenger amenities and issue the necessary guidelines in this regard urgently.
11.	2.17 & 2.18	During their visits to various Zonal Railways the Study Group of the Committee found that in several Zonal Railways passenger amenity works costing several lakhs of rupees have been undertaken but because the provisions made are inadequate, the funds had been distributed between various works on a proportionate basis, as a result of which the completion of every work is getting delayed. The Committee feel that this is hardly in keeping with a planned development for the early achievement of targets and recommend that between the works to be undertaken priorities should be fixed and the works taken up for execution according to those priorities instead of undertaking several works at a time and distributing the funds proportionately, thereby leaving every work incomplete for several years. The Committee find that the funds among the Zonal Railways have not been distributed equitably, taking into consideration the levels of development so as to ensure uniformity in provision of amenities as far as possible.
12	2.37	The Committee note that Accident, Compensation, Safety and Passenger Amenities Fund (ACSPF) is financed out of receipts from surcharge levied on passenger traffic with effect from 1-1-1974. The list of works debitable to this fund, indicates that some of the works were on the border line of safety or amenity works or works of obligatory nature for railway working. As this cess has been specifically created for accident compensation claims, passenger amenities and improving the safety of travel, the amount is being collected from passengers in the name of passengers' amenities

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		and compensation, the Committee recommend that the scope of operations of this fund should be clearly defined.
13	2.38	The Committee have been informed that there is no need for separate insurance cover for security of passengers on railways as the insurance premium was inbuilt in passenger fares. For dacoities and stabbings that take palce in running trains, no compensation is paid to the passengers and only for train accidents compensation is paid. Since the insurance premium is inbuilt in passenger fares, the Committee feel that it is highly unreasonable to deny victims of dacoities and stabbings in train, any compensation. The Committee therefore recommend that the matter may be examined from both legal and human angles and appropriate decision taken.
14	2.39	The Committee find that no time limit has been fixed for settlement of accident claims' compensation and it takes on an average more than a year to settle the claim. The Committee suggest that separate claims tribunal should be set up exclusively for settlement of compensation cases and a time target, say two months, is fixed for final payment to the heirs of the deceased. In verifying bonafide of the claimant, help of local police or any other such functionary may be sought. Pending the settlement of final claims, the Committee consider that payment of interim compensation to the persons concerned may mitigate their hardships to some extent.
15	3.26	The Committee are of the view that availability position of reserved accommodation of important trains should invariably be made known through leading newspapers by the zonal railways in addition to announcements through radio and television so that the passengers may have an idea on availability position before they go to the booking counters for reservtion of their seats/berths. The Committee recommend that action in this regard

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		may be taken particularly by the North Eastern and Northeast Frontier Railways as they have denied this facility so far.
16	3.27	The Committee welcome the system of RAC and wait listing but they feel that display of charts of allotment of accommodation for wait listed passengers at originating stations a couple of hours or so before the departure of trains results in highly avoidable strain to those who come to the station with luggage and have to go back disappointed. The Committee would like the Government to consider whether the quota placed at the disposal of different authorities could be released sufficiently in advance so as to facilitate display of reservation charts in time and all those in RAC and waitlisted could be given reservation tickets well before the departure time of train so that the boarding of wait listed passengers without reservations in reserved coaches could be minimised.
17	3.28	The Committee are also of the view that with the introduction of computerisation system, staff problem should not come in the way of displaying chart well in advance and it is hoped that it will be implemented in all stations where computerisation has taken place or is taking place.
18	3.29	The Committee note that under existing rules, the waitlisted passengers without reservations are permitted full encashment upto three hours of the departure of the train after deduction of Re. 1 only per ticket. The Committee recommend that period for such encashment should be at least 12 hours before scheduled departure of train so as to reduce last minute pressure of waitlisted personnel to the minimum and enable genuine cases to procure accommodation with less strain.
19	3.30	The Committee recommend that the waiting periods in queue to procure ticket should be curtailed to the barest minimum by introduction of token system, by deployment of additional staff at busy reservation counters by

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		determining time norms for handling each reservation form at the counters and ensuring enforcement of time norms by supervisory staff.
20	3.31	The Committee note that at comparatively small stations where reservation is updated on day-to-day basis, there have been cases of malpractices and the surprise inspections are of not much use. They also note that Zonal Railways have been directed to keep a strict vigil on the working of those stations. The Committee would like to be apprised of the results of such instructions.
21	3.32	The Committee find that there has been an increase in the number of cases detected for travelling on transferred reservations every year. This could be an indication of better vigilance by Railway checking staff as also an increase in number of such cases. The Committee believe that the number of persons actually travelling on transferred tickets may be much more due to non-detection. The Committee is of the opinion that surveillance maintained by vigilance and commercial authorities needs to be further strengthened so as to do away with this malpractice.
22	3.33	The Committee note that a good number of touts were apprehended during last 3 years. They suggest that special drives at regular intervals to apprehend touts and unauthorised agents at all important stations be made. The Committee also feel that this evil cannot exist except with the connivance of the railway staff and that initial vigilance at the booking counters on those who turn up to book tickets could result in eliminating this evil to a large extent. The Committee hope that serious efforts would be made to curb this evil at the initial stage itself.
23	3.34	The Committee find that a few cases of agents indulging in irregularities and mal-practice have come to the notice of railways during surprise checks. The Committee suggest that antecedents of the agents should be got verified from vigilance authorities before appointing

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		them as authorised agents and such check should be exercised by the railways at regular interva say every two years.
24	3.35	The Government in reply to a Lok Sab question has admitted that there have been black r rketing of railway tickets at Bombay Central, Bomb V.T. and Kalyan Railway Station. As there may be ery possibility of such black marketing at other in rtant stations also, the Committee recommend that Ministry should take necessary corrective measures t stop such malpractices by making surprise checks and king help of intelligence agencies in apprehending pe as indulging in black marketing.
25	3.36	The Committee are happy to note that N h Eastern Railways have introduced a Courier systen om 1-1-88 whereby it has ensured 100% clearance fo outstation onward/retur reservations. While com nding the achievement, the Committee cannot but h regretting that in these days where several moder acilities of communication have come to stay, it has b me necessary to go back and rely on primitive metho mainly due to human failures at the receiving ends of t communications. The Committee therefore recomm d that the Ministry may review the utility of moder methods of communication now in vogue, when it fail to serve the intended purpose adequately and take ppropriate remedial measures.
26	3.37	The Committee find no justification wh oever for occupation of reserved accommodation b unreserved personnel or MST holders, at the starting tion itself, as such a situation arises only due to lack control by the staff responsible. If the coaches are br ht to platforms duly locked and entries are regulat d after verification by the checking staff on duty, th Committee see no reason for occupation of reserved seat by unauthorised personnel. The Committee therefor annot but help deploring the apathy shown by railwa in regulating the entry of passengers into the com ments and hope that steps would be taken to implemen structions

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		both in letter and spirit. This menace, especially, at Delhi and New Delhi Railway stations, where it has assumed very large proportions, needs immediate attention of the Ministry.
27	3.38	The Committee are aware that one of the major categories of personnel boarding reserved coaches in trains, not authorised for MST holders, are the Railway passholders themselves. The Committee see no reason why the Railways are not enforcing discipline within its own cadre in this regard. The Committee feel that special drives in this regard should be conducted and those who misuse the facility are not only suitably punished but also denied the free travel facility for a certain period by suitable amendments in the rules governing grant of pass facilities.
28	3.39	The Committee are aware of the difficulty being faced by passengers in getting reservations at intermediate stations and for the railways to fix quotas of berths at these stations. The Committee feel that attachment of a second class coach at two or three important intermediate stations if operationally feasible can solve the problem to some extent. The Railways should also find out some solution to this problem so that the passengers travelling from intermediate stations do not suffer for all times to come.
29	3.40	Since the Railways have an effective communication network, the Committee suggest that vacancies accruing at intermediate stations due to break of journey or otherwise should invariably be reported to the next stations. In case of failure in this regard, strict action against the staff responsible should be taken so that it has effect on others.
30	3.41	The Committee also recommend that as far as possible, all passenger booked to alight/board at intermediate stations are not accommodated in bogies that are provided for use of passengers who travel upto final destination from starting point so that passengers travelling

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		from first point to last point are least disturbed and entry fully checked at initial stage itself.
31	3.51	The Committee do not consider that the measures so far taken by Railways have had any appreciable impact on containing the overcrowding in almost all the trains. On the contrary, the situation has further aggravated over the years due to tremendous increase in population and rapid rise in the standard of living and travel habits of the people. One plausible solution which comes to the Committee's mind is that the frequencies of both the long distance and short distance trains alongwith the number of compartments therein should be increased upwards.
32	3.51A	The Committee also recommend that during peak seasons; as far as possible the special trains should cater exclusively to IInd class passengers instead of catering to higher class passengers also.
33	3.52	The Committee observe that the period of terminal lie over of the passenger coaches which accounts for 37 per cent of the total time of a coach in a cycle of 24 hours, has been very much on the high side. Immediate steps are necessary to reduce the terminal lie over to maximise the use of passenger coaches to release large number of coaches for carrying additional passengers. The Committee recommend that the Ministry of Railways should explore the possibilities of maximising the use of passenger coaches to relieve overcrowding.
34	3.53	The Committee observe that against the norms of 14 per cent prescribed for coaches remaining under repairs the actual percentage of coaches remaining ineffective due to repairs, etc. is very much on the high side. The Committee emphasize the need for streamlining the procedures to ensure that the percentage of ineffective coaches is not allowed to exceed the norm prescribed.
35	3.63	The Committee note that the volume of detection by special squads has been to the extent of hardly 16 cases

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		and the amount realised on account thereof is Rs. 150/- per raid which fails to meet even their establishment cost, without taking other over-heads into account. This is only indicative of the fact the ticket checking staff, including special squads have failed to make any impact worth mentioning to curb ticketless travelling. Even the special drives conducted for the purpose have had little or no impact on the situation. The Committee do not consider it necessary to point out that ticketless personnel on platforms and in trains also create several social and security problems, and also serve as a drain on the maintenance of amenities created for the use of bonafide railway users. The Committee strongly feel that the ticket checking staff and the special squads lack positive motivation for faithful performance of their duties and would expect the Ministry to initiate concrete steps immediately to improve the situation.
36	4.3	The Committee note the deficiencies in drinking water facility as on 31-3-1987 at regular and flag stations. They, however, feel happy to be informed that a special compaign would be launched to make good these deficiencies in a time bound programme, depending upon the availability of resources. The Committee do not think that the cost of these works would be so high so as to depend upon the availability of resources so far execution of these works. The Committee, therefore, would like the Ministry to ensure that adequate drinking water facility as per set norms is mde available at all stations at least by 31-3-1991, as scheduled.
37	4.7	The Committee, are aware that whereas drinking water facility is available in all A.C. coaches it is not available in the First Class and IInd Class sleeper coaches. Considering the fact that drinking water facility exists in practically all big stations, the Committee feel that the Railways will have to establish a system for storage of water in pantry cars especially in all long distance trains for supply to the passengers in these coaches through water bearers at regular intervals.

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38	4.12	The Committee regret to note that out of a total number of 6844 stations, 1413 stations i.e. about 21% of the stations are still having dry type latrines, that only 1377 dry type latrines have been converted into improved type during the last 5 years and that 9 stations do not have latrine facility at all. They recommend that the works relating to the conversion of all dry type latrines into improved type should be taken up on priority basis so as to ensure that improved latrines are available at all the stations before the end of the Seventh Plan.
39	4.13	The Committee have been informed of the problems being faced at many stations in maintaining latrines and urinals due to prevailing social environments. The Committee suggest that this problem can be sovled to a great extent if the Railway ticket checking staff and protection force are vigilant and regulate the entry in the station areas, permitting only bonafide railway users. Lack of control on use of Railway facilities by non-bonafide rail users is a matter for Railway administration to deal within its jurisdiction.
40	4.14	The Committee regret to note the inordinate delays in cleaning of tracks result in foulsmell and shabby look. It has been seen that even in several big stations like Delhi, where there is no shortage of water cleaning is not done regularly with the result that it becomes difficult for the passengers to stand and wait for the arrival of train. The Committee is of the strong view that unless the Railways ensure proper administrative supervision and control, there can be no solution to this problem. The Committee recommend that the sanitary inspectors/station masters may be made responsible for any lapse on this account.
41	4.19	The Committee presume that Railways accept its obligation to keep the coaches and specially the bathroom neat and clean. It has been experienced that even after making a complaint, no sweaper turns up to clean the

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		bathrooms. The Committee, therefore, recommend that the importance of cleaning and maintaining of the bathrooms in coaches be stressed upon the responsible railway officers travelling in the train and the sweepers supplied with adequate quantity of disinfectants and cleaning agents for the purpose of cleaning. The Committee recommend that the quality of maintenance of trains ought to be a matter to be looked into in respect of each long distance train at least in one intermediary big station, wherein the officials in charge must inspect, record their findings and get the cleaning done before the train is allowed to proceed. It is also suggested that mobile train cleaning staff should travel in all long distance trains.
42	4.20	The Committee note that the Railway Administration is aware of the nuisance caused by urchins etc. but are surprised to see that no strict measures have been taken to apprehend them. The Committee are not convinced with the statement that urchins etc. 'sneakingly find their entry, only to be removed at the earliest point of detection'. On the other hand, the actual position is that either they enter the compartments in the absence of disapproval or with the connivance of the staff concerned. The Committee cannot rule out possibilities of theft through such elements. Further, the Committee note that Railway staff allow coaches to be cleaned by urchins, instead of doing it themselves. In such circumstances, the Committee feel that it is all the more necessary that surprise checks are conducted at regular intervals and not only the urchins be punished but action taken against the staff responsible, as permission for such unauthorised entries also creates security problem to the passengers.
43	4.22	The Committee consider the regular conduct of cleanliness competition as an important incentive for maintenance of stations. However it seems to the Committee that the system has not been eatblished on a proper footing in various Railways, because in certain Railways,

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		the competition seems to be conducted on a large scale while in others not much or hardly any attention at all is paid to such activities. The Committee recommend that the Ministry should motivate the staff for participation in cleanliness competition by providing appropriate incentives. The Committee also recommend that feasibility of conducting such competitions on all India level may also be considered. The Committee further recommend that feasibility of conducting cleanliness competition for long distance trains may be explored, so that an awareness is created on proper maintenance of trains as well.
44	5.13	The Committee note that due to vandalism, theft and pilferage, the deficiencies are caused in the coaches which sometimes outstrips the availability of spares—The coaches, therefore, unfortunately, have to run temporarily in the same condition. In passenger trains, particularly, lights and fans remain out of order most of the time and coaches are also not properly cleaned and maintained. These maintenance deficiencies can be attributed to failure of checking on the spot by senior officials at the starting point. The Committee feel that the amenities/facilities provided are not being properly maintained because of the shirking of duty by concerned railway staff and poor supervision. As admitted during evidence, the maintenance organisations should ensure at the starting point itself that all the coaches are fit and are without defects. On-the-spot remedial action may go a long way in improving the standard of maintenance of amenities/facilities. To oversee the maintenance work on trains before they are brought to platform, the Committee recommend that a system of surprise check of trains, after they are brought to platforms by officers of the level of divisional status, be introduced and performance of such checks specifically reported to the Zonal officers through prescribed periodical reports.

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45	5.14	The Committee note that over the years, the system of providing Train Superintendent has been extended to a few additional trains. However, the observations of the Ministry on the utility of services of Train Superintendent are not encouraging. The Committee recommend that the utility of services of Train Superintendent may be reviewed and if considered essential, the system may be placed on a proper footing for all important trains.
46	5.15	The Committee appreciate the time schedule laid down for disposal of public grievances and hope that these are strictly adhered to. The Committee also appreciate improvement in language used in reply to the complaints but regret to find that desired action is not taken in all such cases though it has been claimed during evidence that complaint system "has been revamped very largely and we have made senior officers responsible in the division". The Committee urge that with the improvement of language, there should be improvement in the desired amenity/facility specially for which complaint has been made.
47	5.16	The Committee note that the cases of thefts/pilferages, though reported to Railway Police, are seldom registered and investigated by them on grounds of jurisdiction and they are enquired into by Railway Protection Force. The Committee fail to understand the purpose of reporting the cases to Railway Police when they are not investigated by them. The Committee suggest that the matter should be taken up at the highest level and, a way should be found where 'jurisdiction' does not come in the way of timely investigation of such cases by Railway Police. The Committee also recommend that the staff travelling on the train on duty should be made responsible for reporting theft cases to the police authorities.
48	6.5	The Committee note that as against 254 stations where retiring rooms were available, over a period of 10 years

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		the availability has been increased to 355 stations and in addition dormitory type of retiring rooms have been provided at 24 places. Taking into consideration the fact that the flow of traffic during the last 10 years has enormously increased, the Committee feel that adequate progress has not been made in providing retiring room facilities to the travelling public. Railways being the back-bone of country's transport infrastructure, the Committee are of the view that special drive is called for to substantially increase the number of retiring rooms and dormitory type of accommodation at more stations because such accommodation could not only be an amenity but also serve as a good revenue earning proposition for Railways. It can also render great relief to the travelling public from the necessity to run about to nearby lodges wherein the charges are exorbitant as compared to reasonable charges which the Railways would be charging.
49	6.6	The Committee have received complaints that preference for use of the accommodation available in the retiring rooms is given to the Railway Officers on touring duty as a result of which the retiring room are not easily available for the travelling public. The Committee urge that the availability of retiring rooms facilities to the Railway Officers travelling on duty should be withdrawn and they be accommodated in separate rest houses or guest houses provided for the purpose. If, however, they are allowed to occupy the accommodation, such occupation should be on the same terms at which the public is allowed to occupy the retiring rooms i.e. on payment of the full regular charges.
53	7.33	The Committee note that out of 2987 stations and 89 pairs of trains having catering facilities, departmental catering is being managed at 72 stations and 60 pairs of trains. The Committee also note that at 45 stations the service is partly managed by the Railways and partly by the contractors. In view of the frequent complaints about

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		catering service being rendered by the contractors, the Committee would observe that entering facilities should, as far as possible, be taken over and run departmentally so that the quality of food and service could be improved. The Committee, therefore, suggest that a phased programme of action should be chalked out for taking over the catering service by the Railways.
51	7.34	It is surprising to learn that till date no separate department has been set up either in the Railway Board or in the Zonal Railways for managing the catering affairs exclusively. It is only now that a decision has been taken to create a specialised cadre of officers exclusively incharge of catering. The Committee urge that immediate step should be taken in the matter.
52	7.35	The Committee appreciate the policy of Railways of not making any profit from catering business. They feel that by ensuring optimum economy consistent with quality, it should be possible for the department to run departmental canteens on a self supporting basis.
53	7.36	The Committee note that check on quality of food has more or less become a matter looked into periodically by special squads. Similar is the position regarding control of unauthorised hawkers selling eatables on the platforms and trains. The Committee feel that by adopting such a practice, the regular staff on duty has become totally unconcerned over the situation and it is left to the special drives to do the needful. The Committee do not consider this to be a happy situation and suggest that an inbuilt system should be established so as to bring home to the railway staff that they are primarily responsible for curbing unauthorised hawkers from selling eatables to the travellers and keeping a strict vigil on the quality of food, tea, coffee, etc. served on the platforms and trains.
54.	7.37	The Committee have received several complaints to the effect that meals are generally not supplied to the passengers travelling in IInd Class unreserved coaches. The

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		Committee would expect the Ministry to ensure that there is no discrimination between such passengers and the passengers travelling in reserved coaches in the matter of serving meals, tea, coffee, etc.
55	7.38	The Committee are surprised to note that in one train, meals collected at 7 A.M. are supplied between 11 A.M. and 12 noon and Railways consider it feasible to bring remedy only after a base kitchen at another station is established. The Committee apprehended that the present system may lead to possibilities of food poisoning. The Committee, therefore, recommend that steps should be urgently taken to see that in no case, supply of food is delayed beyond 2 to 3 hours after collection in the pantry car.
56	7.39	The Committee welcome the introduction of supplying food in casserole and suggest that casserole should contain sufficient quantity of food. The Committee also suggest that casseroles should be of two sizes—bigger casseroles and smaller casseroles—so that a passenger can order according to his needs.
57	7.40	The Committee find that the number of stations where low priced food packets are supplied is almost static for the last eight years. The Committee suggest that every effort should be made to supply these packets at all important stations and long distance trains.
58	7.41	The Committee also suggest that menu for the low price packet meal should be such that it is enough for the requirement of a common man, as more often than not, the travelling public is not interested in full scale meal in trains but on supply of a wholesome food only without health hazards. The Committee recommend that sale of low price food packets should be encouraged and bearers etc. should be given incentive to supply such packets to common passengers.
59	7.42	The Committee have also received complaints of inordinate delay in complying with orders placed with the

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		bearer of pantry cars, even for ready packed items of food, beverages, tea, coffee etc. While the Committee can appreciate the problems of the bearers moving from coach to coach to reach pantry cars, the Committee nevertheless feel that delay beyond a reasonable period needs to be checked by taking appropriate remedial action.
60	8.4	A major portion of the Railways' income is derived from IInd class passengers and as such it goes without saying that the amenities to these passengers is of vital importance. The Committee note that a programme is on hand to convert all second class three-tier coaches having wooden seats/berths plying on long distance mail/express trains to that of the cushion type. The Committee recommend that the Railway Board should give priority to this work and provide second class three-tier coaches duly fitted with cushion seats/berths in all long distance trains as early as possible.
61	8.6	The Committee note that at present chemist stalls are available at 22 important stations only. In the opinion of Committee it is too small a number where chemist stalls are available. They suggest that as far as possible chemist stalls should be available at each important station.
62	8.7	It is the general impression of the public that first-aid boxes with the guard/TTE are generally empty and even if they contain some medicines the quality is poor, outdated. The Committee recommend that steps should be taken to provide complete first aid boxes and contents therein subject to periodical checks. The Committee also suggest that Guard/TTE in the long distance trains be imparted training in first aid.
63	8.18	The Committee note that sections/sectors vulnerable for theft of passengers' belongings have since been identified and most of the important/prestigious trains are being escorted by GRP personnel in these sections/

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		sectors. The Committee however note with regret that thefts continue inspite of deployment of security staff to some of the important trains and that one of the contributory causes for thefts in trains travel by unauthorised passengers in reserved coaches. Such unauthorised travel is not possible except with facit connivance of Railway Staff on duty in train. The Committee therefore hope that special efforts would be made to ensure regulation of traffic in reserved coaches.
64	8.19	The Committee note that Railway Protection Force is intended for protection of Railway's preperty. The trains belong to the Railways and theft of fittings is a common occurrence in the trains, protection of which, the Committee, feel, is the responsibility of the Railways Protection Force. Taking these two factors into consideration, the Committee are unable to appreciate how attention to safety of trains could result in encroachment into the duties of state Police Force. The Committee feel that once culprits are caught, whether in Railways's yards, stations or running trains by the RPF, it would be RPF's duty to file FIRs with State Police. The Committee therefore recommend that the issue of jurisdiction may be fully reviewed and the legal position placed in proper.
65	8.20	The Committee note that for data on thefts, losses etc. the Railways totally depend on information that the State Police Force supply, as and when requested. The Committee, however, feel that because the thefts, losses, etc., take place in Railways/premises, it is equally important for all Stations/yards to collect details of cases registered and to review the position and for Zonal Railways and the Ministry to monitor them by collecting periodical data from stations. The Committee hope that suitable action would be taken in this regard.
66	8.21	The Committee have received several complaints about the refusal by the Railway authorities to register reports

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		of thefts made by passengers, both by the Station authorities, as well the police authorities and consequently the passengers have to move from pillar to post before they succeed even in lodging a formal complaint. The Committee consider this situation quite unfortunate and would recommend that appropriate steps should be taken to remedy the situation and also to notify the available arrangement by putting up appropriate notices in stations and trains at conspicuous places.

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